DOCUMENT RESUME

ED 212 515 SO 013 794

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TITLE Planning: A Qualitative Description, Analysis and Evaluation, Phase I, Commonwealth Studies Project.
INSTITUTION Virginia Commonwealth Univ., Richmond.
SPONS AGENCY Office of Education (DHEW), Washington, D.C.
PUB DATE Jul 79
NOTE 114p.; For related documents, see SO 013 795-796. Some pages may not reproduce clearly in microfiche due to smearing and broken ink throughout original document.

EDRS PRICE MF01 Plus Postage. PC Not Available from EDRS.
DESCRIPTORS *Agency Cooperation; *Cooperative Planning; Coordination; *Curriculum Development; Educational Planning; Elementary Secondary Education; Field Tests; *Formative Evaluation; Grade 4; Grade 7; Institutional Cooperation; Interdisciplinary Approach; Material Development; Program Development; *Social Studies
IDENTIFIERS Virginia

ABSTRACT

In 1978 the Commonwealth of Virginia initiated a three-year plan to develop basal fourth- and seventh-grade Virginia studies materials utilizing the resources of public and private institutions. The plan involved three stages: planning (1978-79), materials development (1979-80), and field testing and revision (1980-81). This document reviews the complex planning process of stage one. Chapter 1 reviews project goals, identifies the need for formative evaluation of materials and models used to develop a state-studies curriculum, and presents a conceptual framework and methodology for the evaluation. Chapter 2 explores the dynamics of interagency planning for curriculum development: it reviews the evolution of the director's role and the structural needs for coordinating work and mutual goal setting in an interagency project. Chapter 3 clarifies steps taken during stage one to insure that the final product would be congruent with project goals. It explores the evolution of the curriculum development process, including aspects of content, objectives, instructional strategies, and philosophy. Chapter 4 describes how a mechanism for obtaining public and private resources was developed. Chapter 5 gives conclusions and recommendations for future planning. (AV)

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TITLE IV-C

COMMONWEALTH STUDIES PROJECT

PHASE I - PLANNING: A QUALITATIVE DESCRIPTION, ANALYSIS AND EVALUATION

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SP013794

July, 1979

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Chapter I

INTRODUCTION: THE COMMONWEALTH STUDIES PROJECT GOALS AND EVALUATION DESIGN FOR PHASE I - PLANNING

The Commonwealth State-Studies Materials Development Project is an educational innovation which will utilize the resources of public and private organizations to develop basal fourth grade and seventh grade Virginia studies for potential state-wide usage. The innovations in the project are: 1) the conceptual design for the state-studies materials which is not presently available from commercial publishers but will relate to, utilize and expand upon existing non-commercial materials; 2) the role of teachers in terms of providing significant input in designing, writing and field-testing the state-studies with the assistance of scholars, educators, private organizations, and public agencies; and 3) the inter-agency model of planning and curriculum development.

COMMONWEALTH STUDIES PROJECT GOALS AND PROJECTED THREE YEAR PLAN, 1978-1981

The goal of the Commonwealth Studies project is to "design, construct, produce and distribute sample exemplary multi-media state-study instructional materials to each local public school division in the Commonwealth" (Proposal, p. 16). The state-studies materials will have the following characteristics:

1) be interdisciplinary in nature
2) develop students' basic social studies knowledge, skills, concepts, and values
3) have scholarly and pedagogical integrity
4) reflect the cultural pluralism of the Commonwealth
5) focus on historically significant state achievements and current issues and problems

6) have a multi-media format which provides a variety of student activities and materials for experiential and vicarious learning
7) be usable to teachers with a minimum of inservice training
8) be durable with consumable items easily duplicated and have a storage system, i.e., a "kit" or "package."

(Evaluation Plan, 1978-79, Nov., 1978, p. 1)

The project Proposal states further the extent of the need and the nature of the materials to be developed.

> Virginia state-studies is required by state law, State Board of Education regulation, and by the Board's Standards for Accrediting Elementary Schools. Obtaining good quality instructional materials to satisfy this mandate has been, however, a perennial problem for state and local educational agencies. The Commonwealth attempted to solve the problem over the years initially through the private sector, then through a textbook commission, and finally through educational television. None of these approaches has produced materials judged by educators and others to be adequate for instructional purposes; of a high quality; and/or which were free of racial and sexual stereotyping or bias, historic distortion or omission. (p. 16)

In 1973, the State Board of Education declined to renew the contracts of three textbooks on Virginia history, government and geography published in 1957 and the books were removed from the state adopted textbook list. The Virginia Department of Education announced it would provide instructional assistance to local educational agencies and produced an educational television series titled, "Virginia! A T.V. Social Studies Experience," in 1973. The series was never as widely accepted and utilized as were the textbooks. Other supplementary materials and teaching guides were made available, yet these did not meet the need for basal materials.

A growing concern for quality Virginia studies materials emerged from 1973-1978. This concern was expressed by teachers, patrons, principals, central office administrative and supervisory personnel and super-

intendents. Representatives from the Virginia Council for the Social Studies, the Virginia Consortium of Social Studies Supervisors and College Educators, and the Government Service and Division of Elementary Education, Virginia Department of Education, identified the first need in social studies for Virginia was to develop Virginia studies materials for two or more grades.

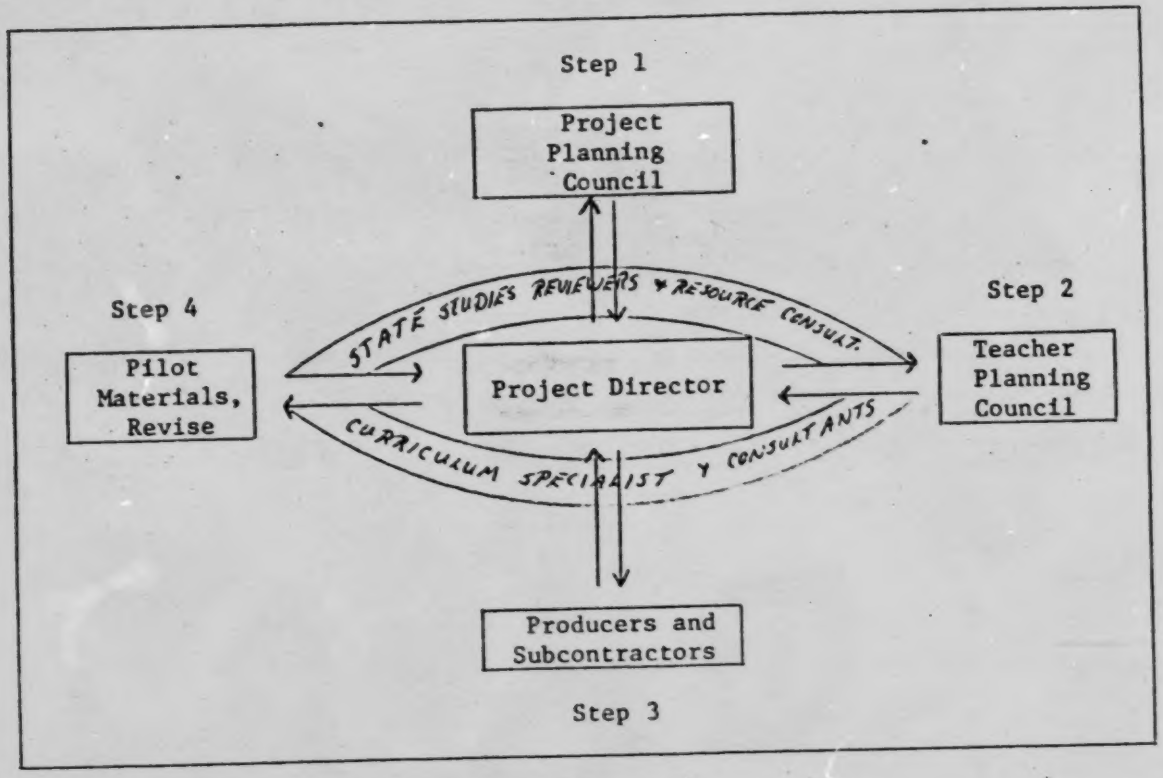
The project was proposed by the Virginia Department of Education with the assistance of the Hanover County Public Schools. The proposed interagency project was to meet an identified state need by utilizing the specialized skills of educators: teachers, principals, supervisors, State Department officials, university scholars and social studies educators. The ultimate users of the state studies materials will be 1) Division of Elementary Education Supervisors, Social Studies Supervisors, and 2) teachers of fourth and seventh grade social studies.

Teacher Workshops and Curriculum Consultants Meetings were held in August and September, 1978. A careful assessment of the progress to date, the identification of constraints and complexity of the task, and the recommendation of several consultants resulted in a Projected Three Year Plan, 1978-81, and a State Studies Materials Development Cycle.

INSERT FIGURE 1 HERE
STATE-STUDIES MATERIALS DEVELOPMENT CYCLE

The curriculum development process was expected to be cyclic with reviewers, pilot testing and revision to produce quality materials congruent with the conceptual design for the state-studies.

To develop both fourth and seventh grade materials required projecting project phases for a three year period as a basis for more specific



(State-Studies Reviewers and Resource Consultants
Curriculum Specialist and Consultants)

PROCESS

Step 1

Plan, advise, suggest

Step 2

Organize into workable form.

Step 3

Work into product.

Step 4

Field-test project-developed materials and revise.

FIGURE 1
STATE-STUDIES MATERIALS DEVELOPMENT CYCLE

time lines and tasks. Phase I is Planning; Phase II is Development; and Phase III is Piloting and Revision. Although each Phase has a major task, other activities would occur concurrently. Thus, Phase I, Planning, would also include initial materials development and Phase II, Development, would include some piloting. However, for the project three year plan schema, only the major thrust of each year was identified.

INSERT FIGURE 2 HERE
PROJECTED THREE YEAR PLAN, 1978-81

The Projected Three Year Plan also specified the Evaluation Focus for each year.

EVALUATION FOCUS: PHASE I - PLANNING

The Planning Phase would develop the processes and interagency arrangements necessary for achieving the project goal within three years. To establish processes would require identification of tasks and constraints for feasibility decisions regarding alternatives. An essential aspect of planning is the projection of needed expertise, locating the specialists and obtaining their involvement in the project. How the role or task relates to the project goal must be understood by the participants for the project to benefit from their specialized skills and knowledge. In addition, interagency structures in which the participants act and the processes unfold must be established. Ultimately, with delineation of processes, the sequencing and coordination of tasks can be specified.

The Planning Phase would also continue the initial conceptualization and development of the state-studies materials begun in the August Teacher Workshops and the Curriculum Consultant Meetings.

PROJECTED THREE YEAR PLAN, 1978-81
FOR 4th GRADE AND 7th GRADE
STATE-STUDIES MATERIALS DEVELOPMENT

1978-79 Planning	1979-80 Development of 4th & 7th grade State-Studies (Hanover)	1980-81 Field-Testing and Revision (Hanover and/or other sites)
- 1st year plan, 1978-79 - Evaluation Design, 1978-79 - Three year Master Plan - Organize and direct tasks of: a) Project Planning Council b) Teacher Planning Council c) Producers d) Curriculum Specialists e) Curriculum Consultants f) State-Studies Reviewers g) State-Studies Resource Consultants - Plan and/or initiate sub-contracts	- Production of each unit - Specialist for integrating units, sub-contract items, editing, teacher guide - Sub-contract instructional items - Set up field-testing sites for 1980-81 - Develop student evaluation procedures for each unit - Multiple copies of each unit and teacher guides	- Field-test of each unit - Revision of units as field-tested - Revision of entire State-Studies and teacher guides
Evaluation Focus 1) Interagency Planning Model 2) State-Studies Structure and unit outlines by Project Criteria 3) Project Management	Evaluation Focus 1) Curriculum Development Model of teacher writing teams 2) Quality of each unit and State-Studies by Project Criteria 3) Project Management	Evaluation Focus 1) Formative evaluation to aid curriculum development 2) Field-testing model 3) Teacher-Administrator reactions, usage 4) Project Management

FIGURE 2
PROJECTED THREE YEAR PLAN, 1978-81

The Planning Phase began with developing a project design for Phase I - Planning. Planning processes and components with tasks and outcomes were projected for 1978-79. Since the objective of the Planning Phase was to develop the processes and interagency arrangements regardless of task specification of Components, this evaluation report describes and analyzes the processes more than the Components. However, to provide background information on initial planning, Figure 3 is presented.

INSERT FIGURE 3 HERE
OVERVIEW OF PHASE I - PLANNING

The outcomes for Phase I - Planning would be 1) 4th and 7th grade State-Studies Unit Outlines and Instructional Strategies, 2) Project Plans, and 3) the curriculum development process.

EVALUATION DESIGN AND METHODOLOGY

The evaluation design for Phase I - Planning is a case study using ethnography (participant-observation) as the methodology of the External Evaluators. The contrasts to experimental or ex post facto designs, reliance on standardized tests, inferential statistical analysis, and limiting project outcomes to pre-determined objectives. Phase I of a project requires formative evaluation, utilizing two evaluation models: responsive evaluation and decision-making evaluation.

As stated in a memo of May 17, 1978, "The Proposed Evaluation Design and Methodology" for a first year Title IV-C project, the use of ethnography for evaluation purposes will enable the Evaluators:

1. to gather descriptive data from the project participants in the setting as it occurs through record-

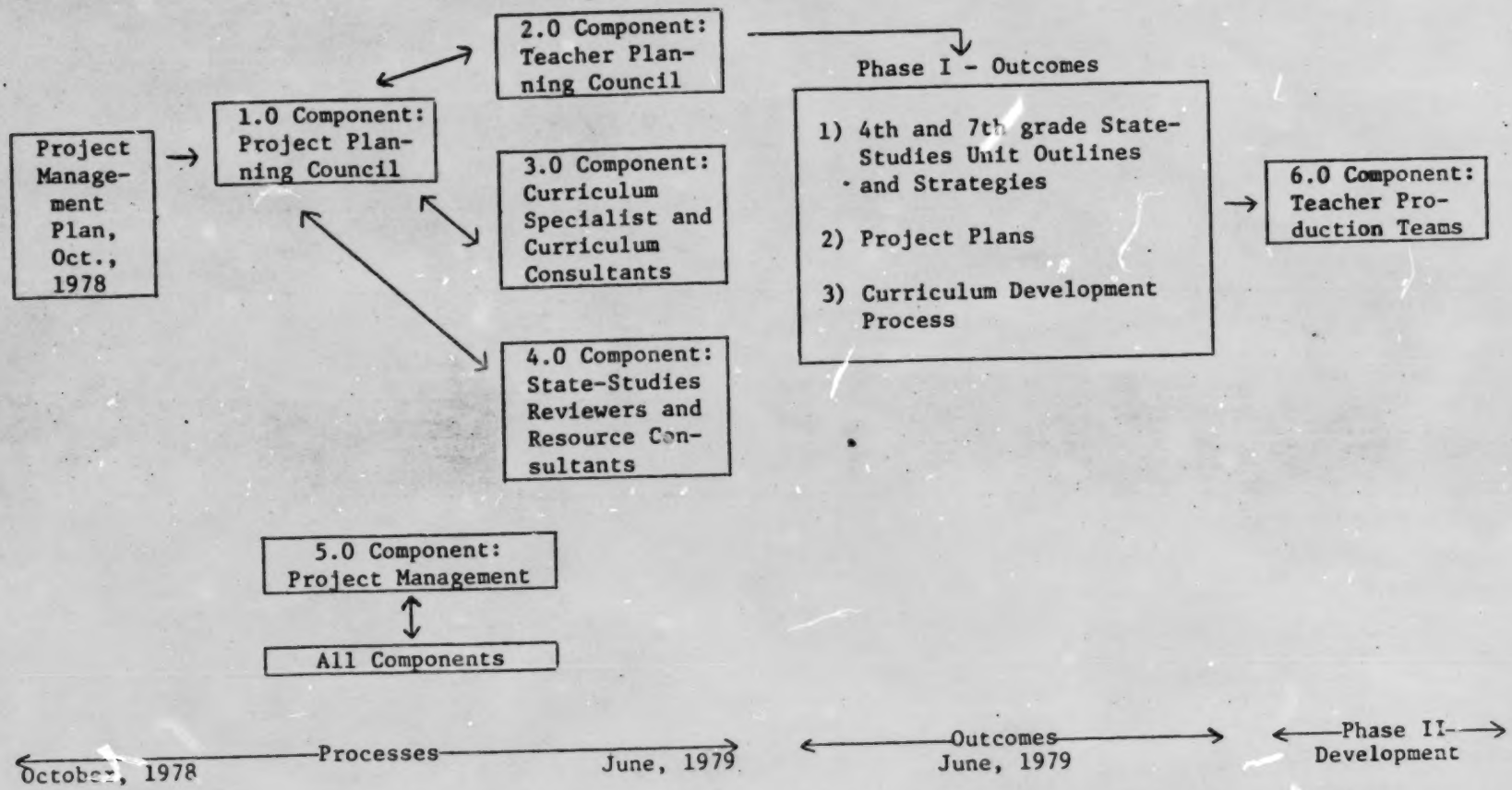


FIGURE 3
OVERVIEW OF PHASE I - PLANNING

ing extensive field notes, from records utilized in planning and from curriculum development materials. The Evaluators will be present during major project events and meetings and conduct summary interviews.

2. to describe, analyze and evaluate both anticipated and unanticipated events and outcomes on the project participants and project phases. As suggested by H. Berlak, "Values, Goals, Public Policy and Educational Evaluation," Review of Educational Research, Vol. 40 (April, 1970), 261-78, performance objectives will be assessed, but not all outcomes will be limited to pre-determined objectives.
3. to establish confirmation, i.e., validity and reliability, for the findings through multiple-criteria indicators, unobtrusive measures, and systematic field notes for a project Phase. For further discussion on methods to obtain confirmation of data, see E. Guba, Toward a Methodology of Naturalistic Inquiry in Educational Evaluation.

   As stated by Louis M. Smith and Sally Schumacher, Extended Pilot Trials of the Aesthetic Education Program: A Qualitative Description, Analysis and Evaluation, p. 2., "Reflections upon the descriptive narrative will yield concepts, hypotheses, problems to be studied and 'suggestions' for program personnel. It is important to accent the tentative quality of the hypotheses, models, and suggestions or recommendations yielded by this kind of approach to evaluation in this phase of the evaluation effort." Data analysis will be qualitative, utilizing recognized procedures.
4. to gather baseline data for developing other evaluation designs and procedures for the second and third project years.
5. to write an evaluation report which can be understood and used by multiple decision makers: the Project Director, Hanover County Superintendent, the Project Planning Council, and the Title IV-C Office of the Virginia Department of Education.

Rationale for Formative Evaluation

The focus of the evaluation is formative in contrast to summative evaluation. Michael Scriven, in "The Methodology of Evaluation" in Curriculum Evaluation, made the distinction between formative and summative evaluation. In formative evaluation, one collected data to be used to improve a still under-developed educational program or product. In sum-

mative evaluation, which can only be done with a fully installed and stabilized educational program one assesses the merit or worth of an educational program.

The project Proposal extensively documents the need for state-studies materials and merely hints at the complexity of the task. The combination of elements necessary for this project to achieve its goal not only makes the project an innovation but justifies the emphasis on formative evaluation. Some of these aspects are described below.

Although the curriculum development process was briefly outlined in the Proposal, the cognitive processes of the curriculum researchers, writers and producers and the necessary organizational support would evolve with the actual participants. Several theoretical curriculum models exist in the literature to guide the participants, but the specific processes utilized must relate to the particular conception of the state-studies and to the inter-agency context of the project. One evaluation focus, thus, is the evolving curriculum development process and an assessment of various procedures to maintain the process.

A second aspect which suggests the need for formative evaluation is the nature of the social studies curriculum area. Social studies educators have long recognized the complexity of this curriculum area. Social studies, as noted in A Framework for the Social Studies Program in Virginia, K-12 (Second Draft), are derived from the social science disciplines of history, geography, political science, sociology, anthropology and social psychology and do not draw from one discipline as is possible, for example, in a math curriculum. In addition, social studies curriculums, perhaps more than other curriculums, have been consistently influenced by social movements, students, teachers, social studies and other

professional educators, and the general public through special interest groups, legislators, and lay boards of education. This curriculum area is viewed as "necessarily flexible and changing as it attempts to reach a consensus (however tentative) of multiple and often conflicting goals and purposes" (p. 16). Most social studies curriculums provide student learning experiences to develop "knowledge, understandings, skills, attitudes and behaviors believed essential for full realization of self, continued academic achievement, and for effective participation in society." How these considerations are translated into a fully developed curriculum as opposed to a series of student activities is a complex process and an evaluation focus.

A third aspect is the interagency nature of the project to meet a state need. No single agency, i.e., a local school division, a university, a private organization, nor a state department of education, has sufficient internal resources to achieve the project goals. Interagency cooperation is essential. The management of an interagency project, in contrast to one which is within a local division to meet a local need, requires a sensitivity to the different missions of agencies and their organizational rhythms of activity and a flexibility in planning and follow-through. The scope of the project, i.e., state-wide utility of the materials, adds another dimension to the conceptualization of the state-studies and to project management. As the project moves through its various phases, the nature of the interagency cooperation of necessity will change since the cooperation of different agencies will be needed at different times.

Although formative evaluation primarily focuses on the effectiveness of the product in terms of student outcomes, other evaluation questions

must ultimately be addressed. In addition to assessing the "quality" of the state-studies, the "usability" of the materials by teachers and the potential "adoptability" of the materials by local and state educational agencies must be evaluated. The evaluation must go beyond product evaluation to respond to concerns of different educational and lay groups.

Because of the complexity of the project and the evolving and changing nature of some elements of the project, the evaluation must be flexible, but systematic and assess both the materials and the model used to develop state-studies.

Conceptual Framework For Evaluation

Two recognized evaluation models were used for Phase I - Planning. These were Robert E. Stake's responsive evaluation and the decision-making evaluation models of Daniel Stufflebeam, and others. Each of these is discussed below.

Robert Stake, in Chapter Two, "To Evaluate an Arts Program," in Evaluating the Arts in Education: A Responsive Approach, stated, "An educational evaluation is responsive evaluation if it orients more directly to program activities than to program intents; responds to audience requirements for information; and if the different value-perspectives are referred to in the reporting of the success or failure of the program" (p. 14). Stake specified twelve prominent events in a responsive evaluation which may be summarized as follows:

1. Talk with clients, program staff and audiences to identify program scope, to obtain overview of program activities, and to discover purposes, concerns.

2. Conceptualize issues and problems; identify data needs regarding issues.

3. Select observers, judges; instruments if any; observe designated antecedents, transactions, and outcomes.

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4. Thematize: prepare portrayals, case studies; winnow: match issues to audiences; formats for audience use; assemble formal reports, if any.

Stake cautioned that these events were often cyclic, in that as the program evolved, the activities and issues may change and thus the data needs and data collection procedures may change. He stated that Evaluators "need a reporting procedure for facilitating vicarious experience. We need to portray complexity. We need to convey holistic impression, the mood, even the mystery of experience" (p. 23).

Stake drew parallels between evaluating a work of art and a program. "A work of art has no single true value. A program has no single true value. Yet both have value. The value of a . . . program will be different for different people, for different purposes. Yet there will often be sufficient agreement on possible purposes and criteria to sustain useful discourse about the program's merits and shortcomings" (p. 25).

In this approach, the Evaluator needs more structure than a set of questions to help decide what data to gather. Perhaps, the matrix, first suggested by Stake in the "Countenance of Educational Evaluation" which is similar to the general orientation of the decision-making models, reminds one of the importance of gathering data on context, input, process, and product, i.e., CIPP.

INSERT FIGURE 4 HERE
THE COUNTENANCE OF PROGRAM EVALUATION

The decision-making models of evaluations were also utilized, Daniel Stufflebeam, et al., in Educational Evaluation and Decision-making, defined evaluation as "the process of delineating, obtaining, and providing useful information for judging decision alternatives" (p. 40). If one

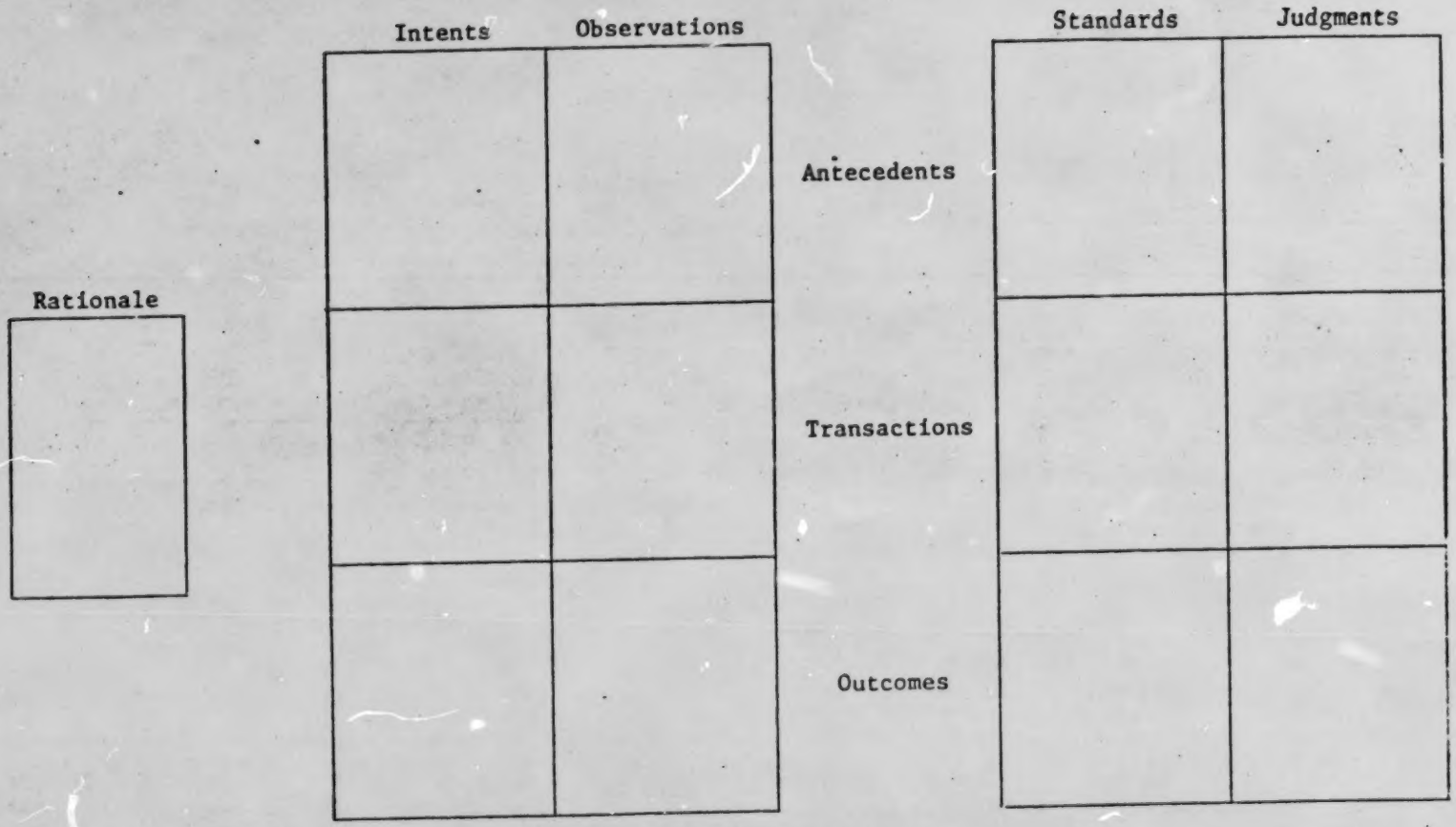

FIGURE 4
THE COUNTENANCE OF PROGRAM EVALUATION

substitutes the word "product," i.e., state-studies materials, these models seem appropriate for the project. Decision-making models, such as the CIPP model and CSE model focus on the effectiveness of a product. It involves the Evaluator's use of professional judgment to help determine whether the product's goals are attained. The orientation of these models are so overwhelmingly geared toward helping educational decision-makers that some view the Evaluator as the decision-maker's handmaiden/handmaster. The Evaluator collects and presents information needed by someone else who will determine the product's worth. However, the Evaluator views the final determination of merit or worth of a product as the decision-maker's province and not his.

The CSE Model of Evaluation developed by Marvin Alkin at the U.C.L.A. Center for the Study of Evaluation is similar to the CIPP Model focuses on procedural considerations during process evaluation while the CSE Model is more explicitly tied to different kinds of decisions to be made at each of the five stages of program development. These stages and decisions are summarized below.

Needs Assessment-Evaluation:	current status contrasted to desired outcome equals educational need
Decision:	problem selection
Program Planning-Evaluation:	kind of programs or products which fit the needs identified
Decision:	program selection or product criteria
Implementation Evaluation-Evaluation:	degree to which program is implemented or congruency of product developed with criteria
Decision:	program or product modification

Progress Evaluation-Evaluation:	extent program or product achieves its objectives and enroute products
Decision:	program or product modification
Outcome Evaluation-Evaluation:	general worth of program or product as reflected by process and outcomes
Decision:	program or product certification/adoption

The Needs Assessment study, reflecting three years of a state-wide assessment, is presented in the project Proposal. The evaluation of the Planning Phase is contained in this report.

Methodology

Data was collected from September 15, 1978, when the two Evaluators first became involved in the project, through June, 1979. The role of the Evaluators changed during this period to meet the expectations implied in the revised Guidelines for Planning and Continuous Evaluation of Title IV-C Projects. Data was systematically collected throughout the entire nine months.

Raymond L. Gold in, "Roles in Sociological Field Observations," Social Forces, Vol. 36 (June, 1958), 217-223, suggests four roles which ethnographers may adopt. These are: full participant, participant/observer, observer/participant, and complete observer. The Evaluators adopted the role of participant/observer during September and October to facilitate the planning of the Project Design and to formalize an evaluation design. The Evaluation Plan was submitted to the Title IV-C office by November 15, 1978.

The Evaluators adopted the role of observer/participant during the remainder of Phase I of the project. The Evaluators averaged two days a

month "in the field" which was supplemented with numerous informal conversations, correspondence, conferences with various participants, etc. The Evaluators attended all meetings after September 15, 1978, involving participants from more than one agency and professional meetings sponsored by the Title IV-C office. The Evaluators also used the planning memos, state-studies materials, and the Director's Log. To complete the data base, extensive open-ended interviews were conducted with all members of the Project Planning Council at the end of Phase I - Planning.

Thus, the data base, gathered over time as the events occurred, is both extensive and "rich" in descriptive detail. Patterns and trends were identified and confirmed through recognized data analysis procedures.

Chapter II

INTERAGENCY MUTUAL GOAL SETTING AND PLANNING

Introduction

One of the usual and basic questions raised about a year long curriculum project is the deceptively simple "How did it go?" or "What happened in the Title IV-C project?" We phrase it as "deceptively" simple because the questioner usually is asking for at least three things: 1) a selective description, that is, an account *of* the highlights; 2) an initial conceptualization, that is, some general or abstract structure into which the highlights fit and which gives meaning beyond the simple narrative stream; and 3) an overall evaluation that presupposes both the abstract structure and also a scheme of values (or criteria) which are ordered into priorities and weighted in importance. Each of these is no mean task in itself. In addition, the inquirer typically, but often implicitly, has a particular audience, a particular perspective, and a particular purpose in mind.

With these ideas and the reservations they produce in mind, we will try to do several things. First, the audience which we will focus on is the Director of the Hanover/Commonwealth State-Studies Project and those agencies cooperating with the project: Hanover County Public Schools and the Virginia Department of Education, including the Title IV-C office. A second audience is the administrator who might consider implementing an interagency project to develop a curriculum for state-wide usage. Such audiences need to know a variety of things. What is the Director's role in an interagency project in contrast to a project within a single agency?

How does one obtain cooperation from different organizations who have their own mission or purpose, particular task specialization, and rhythms of organizational activity? What personnel is needed to achieve the project goal? How much time does it take to involve specialists and generalists in the project? What can be reasonably accomplished in the first year of an interagency project? How does one proceed in a planning phase?

Finally, how far did the project move toward its goal? Did it move past the initial zero or beginning point? Did it move farther than anticipated? If so, in what aspects? Did any unexpected events occur? If so, what was the impact? And, finally, what are the anticipated concerns in planning for the next year?

THE EVOLUTION OF THE DIRECTOR'S ROLE AND LEADERSHIP

The "start-up" of a federal project begins with the search for a full-time Director. The selection of a Director for a three year federally-funded project is a crucial decision for a local school division, i.e., local educational agency (hereafter referred to as the LEA involved in this project). The LEA had existing personnel policies and had identified potential leaders who would be given more administrative/supervisory responsibilities when the opportunity arrived. However, the criteria for the director for this particular project had been specified in the Proposal (Appendix G). The Proposal specified a Postgraduate Professional Certificate with Elementary Endorsement, three or more years of teaching experience in grades 4-7, and a Master's degree.

Although candidates outside of the LEA were interviewed, the Director selected was from the local school division. Thus, personnel poli-

cies regarding hospitalization, sick leave, and other fringe benefits could be continuous. The Director met all criteria specified in the Proposal.

The Director also met other requirements necessary for the smooth operation of the project which were not specified in the Proposal. He was highly skilled in interpersonal relationships with many different groups: teachers, administrators, university professors, and the Virginia State Department of Education, hereafter referred to as the state educational agency (SEA). His manner was quiet and reassuring in steering a project into uncharted waters. His calmness in a sea of uncertainty and ambiguity was noteworthy. His tact, charm and graciousness pervaded meetings. His willingness to listen to and respect different points of view, isolate the issue, and work toward a resolution at the appropriate time was demonstrated on several occasions. His ability to motivate diverse individuals in their separate tasks and to value their participation has both "maintained and enhanced" (J. D. Thompson, Organizations In Action) the project. Finally, he was active in state social studies associations and could articulate his professional commitments to the project's goals.

During the first project year, the Director's role evolved as the planning developed. The Evaluators were the first part-time staff to join the project in mid-September. A project design and evaluation plan for the first year was required by the Title IV-C office. The process involved those already participating in the project to examine the nature of the proposed project from the viewpoint of its unique aspects and to make an initial assessment of progress to date. This was viewing the project, not in terms of competition for funding, but in terms of how to im-

plement the project. This required many meetings of exploring different means to achieve the project goals within a three-year time limit and budget regulations. Considerable time was spent in the first year building consensus and affirmation among the participants for some aspects of the project planning which had taken place in 1976 and 1977. The field notes describe the unique characteristics of this project by contrasting it with another Title IV-C project.

> An Evaluator first described another project which they had already completed the first year Plan to Evaluate as a means of showing the unique situational factors of the Hanover project. In the other project, 1) the Project Director wrote the proposal and asked the speaker to serve as the Evaluator a year ago, if the project was funded; 2) when the project was funded, the Evaluator began work in May; 3) the Project Director was an experienced federal Project Director and knew the requirements at federal and state levels and the Evaluator was an experienced federal projects Evaluator at national level; 4) the Project Director was an experienced Project Director in that district--e.g., had worked with the principals and Superintendent before in an administrative capacity; 5) the Project Director began planning in June, had hired the staff by July and held project planning sessions in August; and 6) the project was self-contained in that the scope of the project was division-wide but it was not an interagency project.
>
> The Hanover situation contrasts sharply in that the Project Director did not write the proposal and the proposed project is interagency in both planning, implementing, and eventual "exportability." Although the Project Director has the advantage of having an excellent teaching record in Hanover, served in administrator-supervisory roles for specific school tasks, has a Master's degree in Elementary Education, the first year of administering a federal project to meet federal and state requirements is not easy. In addition, the two people most involved in writing the proposal have many other responsibilities in their organizations. Finally, Title IV-C office recognizes that many projects need to use the first year for planning and provide, as a result of planning, for submission of re-defined project objectives within the framework of project goals. (9/30)

Perhaps the most unique aspects were the comprehensiveness and complexity of the project which was essentially proposed by another educational agency which, in turn, was reflecting the thinking of hundreds of

other individuals and groups--a process which took three years. Thus, the exploration of the dimensions of the project and the comprehensiveness of the goal had been conceptualized by individuals and groups other than the Director. To grasp the complexity of the project would require a similar process for the Director and the project participants.

In exploring and developing various phases of the project to decide on the evaluation design, many ideas were brainstormed, rejected, revived, and questioned again. Such a process required everything to be questioned including the comprehensive nature of the goal, i.e., basal materials for both fourth and seventh grades, the three year federal limit on funding, and the amount of funding. Implied in these discussions were questions regarding what is the nature of "basal materials" and a "kit" and the levels of development or quality of a kit. The field notes capture the brainstorming process.

> The Director had recently called the SEA Liaison to sound out his ideas about developing only one kit--4th or 7th grade one--(OBS./Project Consultant has also recommended developing only one kit), but this was not well received. There are several persons now--consultants, Evaluators and the Project Director--who see that developing two kits simultaneously will be an extremely difficult task to do. The LEA Liaison said he thought that the seventh grade teachers' enthusiasm would enable that one to be done. Evaluator suggested that through concentrating resources on one kit, you could evaluate the whole model of teacher writer teams and field testing and thus have the "bugs" and process worked out for another project to develop the second kit in a shorter period of time. The LEA Liaison felt that the project must at least show the potential for the second kit to be developed. He recommended that during the first year, planning should be for both kits and then, based on evaluation data, select one kit to be developed. (OBS./ This may be the best procedure because deciding to develop only one kit is a major revision in the proposal. If two kits are to be developed, then it seems the Director cannot be the curriculum leader but will have to delegate this responsibility to one person for the 4th grade kit and one person for the 7th grade kit. This may diffuse limited resources and definitely force the Director to do only administrative-management tasks. Perhaps the decision to develop one kit should only be made after

the year of planning and perhaps it should also be made on the basis of the state educational need. Does Virginia need 7th grade materials (e.g., 1850-1970's) more than they do a Colonial and Pre-Civil War kit? Will the state legislature decision next year clarify this?)

Some discussion centered on utilization of federal funds the first year if planning is the main focus. Funds could easily be spent if the project planned carefully 1) which consultants were needed and how to utilize them, 2) if teacher teams would be used this first year for planning (OBS./need for teacher "ownership" of the project was mentioned several times), and 3) if the expensive sub-contracted instructional items were decided and contracted for the first year.

At the end of the discussion, the LEA Liaison asked how the Director felt about all of these ideas. He replied, "I really feel good about this--much relieved. You know, I thought initially like most participants on federal projects that evaluation was just a necessary evil--but I see it can really be useful." (9/30)

In developing the Program Design and Evaluation Plan, the project goals were clarified, tasks were generally identified, and the role of the only full-time project staff member, the Director, became more focused. Even though the role of the Director was described in the Evaluation Plan, it seemed that the tasks were so diversified that these would have to be prioritized and sequenced.

The Director's role then changed from that of Exploration of the project goals and means to implement the project to that of Curriculum Developer. During this phase, the Director did in-depth research on two units, identified the constraints in implementing some ideas discussed previously, drew up the initial set of plans and target dates for completing the objectives of all eight units, and began to identify the project tasks. While most of his time was spent in developing the two units, the other information acquired began to change the role of the project Director. The emphasis of the project Director's role--i.e., curriculum developer or administrator if the comprehensive goal of completing both fourth and

seventh grade materials remained intact--was ultimately raised at a meeting of several key participants. The field notes describe the meeting.

> The meeting began after everyone got coffee in the County Media Center. The Project Director had planned the agenda and had identified a number of issues around four topics (see agenda):
>
> 1. What should be the nature of the multi-media instructional materials?
> 2. What should be the role of the Project Director in developing units?
> 3. What should be the role of the teachers?
> 4. Necessary budget alterations to satisfy project needs.
>
> Present at the meeting were the SEA Liaison, the LEA Liaison, the two Evaluators, and the Curriculum Specialist. (OBS./I kept getting a feeling that this was a crucial meeting. The Project Director referred to "when I make the decision," which seemed to imply he is assuming the role of Director with not only its responsibilities but also its authority and power. This year may not only be a planning year but also the year of the emergence of an administrator as the role is beginning to get clarified because the task is more clear.)
>
> The Director then moved to the first item on the agenda which was what should be the nature of the multi-media materials, explaining that the Curriculum Specialist had to explain this to the Title IV-C Monitoring Team. The SEA Liaison said, "We always thought of them as basal materials but the confusion is the concept of multi-media. Many people don't think of multi-media materials as basal. They seem to view multi-media as the same as audio-visual. They seem not to view print as one <u>type</u> of multi-media materials. The educational mores are that anything without print is not basal--that basal means 'every pupil has a book.'" The Curriculum Specialist said, "Basal can mean two things. Basal can mean a book or basal can mean it is the only curriculum available." The SEA Liaison pointed out that multi-media basal materials would not be perceived as basal by many. He said, "I've drifted in my thinking and am more open to the idea of print materials. Many self-contained teachers may be too busy to create their own materials. Teachers in these circumstances are often better at using print materials." The Director said, "I want to know what everyone thinks before I made decisions."
>
> The Curriculum Specialist said, "There are two models--put the materials in the form of a narrative or a series of items which allows the student to build their own narrative in their minds." The LEA Liaison added, "There is another model, to build it in the mind of the teacher and provide supplemental materials for the teacher and lesson plans which require the use of these artifacts to teach the units." The SEA Liaison said yes, that is

what the "Man: A Course of Study" materials did and they had teams of full-time experts. The Director asked how much time and money did they have? The response was something like six million dollars and six years. (OBS./It was as if the Director is trying to bring out that the project is operating on limited monies and time frame.) The LEA Liaison said, taking a pen in hand, "I can't stand the idea of supplemental; I'm going to cross it out." (OBS./It appears that since the LEA Liaison is already committed to "basal" materials and the Proposal states basal materials, the feasibility issue will not be resolved this way.) The SEA Liaison said that the proper time to change from basal to supplementary and from fourth and seventh grade materials to one grade only would be when all reasonable efforts and resources had been directed at these primary goals and had failed. He pointed out that accomplishing the goals might not be accomplishable under the present arrangements, but that the resources had not been exhausted and additional personnel could be hired, if necessary.

The Director raised the issue about which grade level emphasis: 4th or 7th or both? The Curriculum Specialist said, "The need, I've always heard, is at 4th grade; I have not heard demands for 7th grade materials." The SEA Liaison said the new state Curriculum Scope and Sequence Guide has state studies at 4th grade and half of 7th grade social studies because it is difficult for fourth graders to understand the concept of government. He continued by saying, "We are committed to both 4th and 7th grade materials. We can decide in a year and a half. We have heard from two or three sources that the project can be extended." The Director asked again--which is it? Fourth or seventh grade materials? The management problem of doing both at once was cited. The SEA Liaison said, "We need to find mechanisms to work on both grade levels." However, the Director pointed out that, "If no mechanisms are forthcoming, we will have to limit the focus. At least we should not be afraid to limit the focus and make the decision. At least we know we have to find mechanisms." (OBS./I felt all but the LEA Liaison wanted to narrow the focus to 4th grade materials but the SEA Liaison is professionally committed to both grade levels and realistically, the need seems to be more at fourth grade than seventh grade. However, the Director did not force a decision but seemed to be raising issues and making others aware of these issues.)

The Curriculum Specialist then asked, "Is there a consensus that basal materials is not a book?" Others agreed. He continued, "But basal multi-media materials does not preclude written materials such as narrative booklets? However, when one sequences the narrative booklets, it will not in reality serve as Chapters in a textbook." He continued, "But, we do need a narrative, i.e., the content of state studies units and curriculum, for two purposes. First, we need a narrative for development purposes--to select the learning strategies,

including the usage of multi-media materials and other kinds of learning activities such as field trips, etc. Second, we need a narrative for supplementing the teacher's understanding of the state-studies curriculum," which would help the teacher in making instructional decisions and allowing students to develop their own conceptions of Virginia. (OBS./ Thus, the necessity of a narrative or content selection is crucial for two purposes. Later the decision of how much of the narrative is placed in a teacher's guide to the curriculum and how much is placed in narrative booklets for student usage will be made.)

The next agenda item discussed was the Role of the Director. By consensus it seemed that the Director's role will be more in terms of administration and management of the project with responsibilities in getting the curriculum developed and for getting the "hardware" items. Technical help would be necessary in both areas. Probably the SEA Liaison can aid in getting the technical help, in making decisions and contractual arrangements for the "hardware" items. The Project Director's role would evolve into more of an administrator, supervisor, and manager which focused on supervising the curriculum development process with assistance from the Curriculum Specialist and LEA Liaison.

(OBS./The Director seems to be developing his own "administrative style." There were several times when the discussion and the Director's role seemed to be one of raising issues and anticipating certain directions for the project and yet, letting an issue "drop" without coming to a definite decision. The Director seems to be developing a sense of timing in terms of focusing the discussion and yet, knowing when consensus had not yet been formulated, so the next issue was introduced. The interrelationships of certain issues--e.g., nature of the materials, role of Director, and role of teachers, and other project tasks clearly showed up and his discussions focused, moved on, then returned to previous issues.) (3/22)

As the Interpretative Asides note, the interrelationship of comprehensive goals and the specification of project tasks of curriculum development and working with private and public organizations to obtain the "hardware" items such as maps and artifacts had direct consequences on the role of the Director.

In this meeting the project goals were reaffirmed: to develop "basal," as opposed to supplementary materials for both fourth and seventh grade state-studies. "Basal" materials would include print and multi-

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media or non-media materials. These materials would encompass an academic year of learning for fourth graders and at least a semester of learning for seventh graders. These materials would, in fact, constitute a curriculum. The project goal was to continue to develop both curriculums simultaneously with the continued exploration of "mechanisms" of organizational support. The first year budget was revised to reflect the need to obtain contracts for the "hardware items" while the Director would continue to work for cooperation from the public agencies for obtaining other multi-media teaching aids. Although a comparison of the project's resources to those used for the "Man: A Course of Study" curriculum, was made, optimism was expressed regarding the feasibility of achieving project goals, especially in view of the statewide need for the materials. It was recognized, by consensus, that the Director's role must change in focus from curriculum developer to that of organizer and manager and that additional full-time or contract personnel might be required to develop curricular content.

Thus, the Director's role evolved once again to that of a Manager. During this phase, he fulfilled Title IV requirements regarding budget revisions, completed the extensive Title IV-C Self-Evaluation, and organized the three day on-site visit of the Title IV-C Monitoring Team. He selected the members, obtained their consent to participate on the Project Planning Council, and convened two meetings. He represented the project at state professional meetings and at state department hearings on House Joint Resolution #60. The Director initiated contracts with state agencies and commercial concerns regarding maps for the curriculum. Teachers were identified for the summer production workshops. This process took several months to obtain a "representative" cross-section of

teachers who met other criteria. The Curriculum Specialist with suggestions from the Director and the LEA Liaison planned the workshops. With the aid of the SEA Liaison, he contacted selected state agencies to obtain their cooperation. This facet of the Director's role will be analyzed in a later Chapter.

The Director continued to work with the consultants and to coordinate their work. In addition, he hired a part-time researcher (university student) to work on a third unit. His time spent in coordinating the project tasks increased as more participants were involved in the project now and, significantly from a management perspective, the number of organizations from which they were drawn increased. Calling meetings of participants who worked full-time in other organizations often required three weeks of planning and advanced notice. Meanwhile, plans were formalized on the curriculum development process for all eight units with initial piloting of some units scheduled for fall of 1979.

As Phase I - Planning drew to a close, the Director's role began to evolve once more. The increasing complexity of managing an interagency curriculum development project had become obvious to several consultants and the Title IV-C Monitoring Team. With additional full-time project staff member(s) and other consultants in the next year of the project, the Director's role would become one of administrator and leader. The role would utilize skills in prioritizing tasks and allocation of time, and require the delegation of tasks with continued supervision, coordination, assessment and planning. An emerging role which would take more time in the next project year would be that of spokesman for the project to external groups, i.e., disseminator. In essence, the leadership skills which were demonstrated to a few project participants would become

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visible and even more necessary as the project moved into Phase II - Curriculum Development. A schematic representation of the evolving role of Director is presented in Figure 1.

INSERT FIGURE 1 HERE
EVOLUTION OF DIRECTOR'S ROLE

Leadership in an interagency project appears to be more difficult than that required in a single organization. Perhaps the literature of leadership, both empirical and theoretical, can demonstrate this notion. William G. Scott in Organizational Theory: A Behavioral Analysis for Management, and Bernard M. Bass, Leadership, Psychology, and Organizational Behavior, suggest that leadership is more than authority or power based on position, status, possession of information, access to communication channels, and personality. Although many definitions of leadership exist, a useful one is leadership "is a process of influencing the activities of an organized group in its efforts toward goal setting and goal achievement" (Scott, p. 208). This contrasts with a trait definition of leadership or the "great man theory of leadership." Three elements are necessary for leadership to emerge: a group, a task, and differentiation of responsibility.

Andrew W. Hoplin in Theory and Research in Administration found in a number of studies that groups considered an effective leader to be one who "initiates structure" and has "consideration" for others. Initiating structure was defined as "delineating the relationship between himself and members of the work group and in endeavoring to establish well-defined patterns of organization, channels of communication, and methods of procedure" (p. 86). Consideration was defined as "friendship, mutual trust,

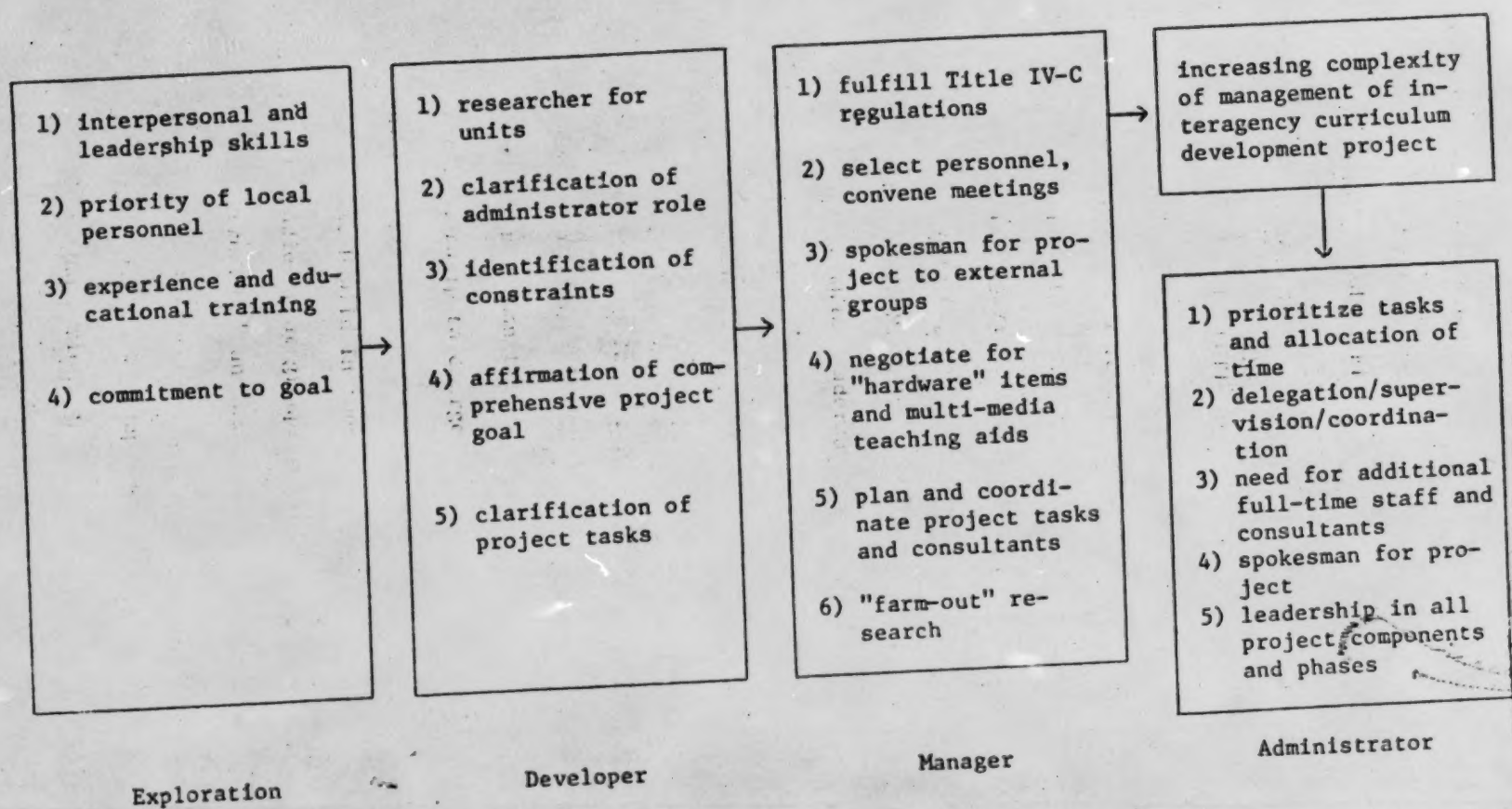
1) interpersonal and leadership skills
2) priority of local personnel
3) experience and educational training
4) commitment to goal
1) researcher for units
2) clarification of administrator role
3) identification of constraints
4) affirmation of comprehensive project goal
5) clarification of project tasks
1) fulfill Title IV-C regulations
2) select personnel, convene meetings
3) spokesman for project to external groups
4) negotiate for "hardware" items and multi-media teaching aids
5) plan and coordinate project tasks and consultants
6) "farm-out" research
increasing complexity of management of interagency curriculum development project
1) prioritize tasks and allocation of time
2) delegation/supervision/coordination
3) need for additional full-time staff and consultants
4) spokesman for project
5) leadership in all project components and phases
Exploration
Developer
Manager
Administrator

FIGURE 1
EVOLUTION OF DIRECTOR'S ROLE

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respect, warmth of the relationship between the leader and staff" (p. 86). Bernard M. Bass, Leadership, Psychology, and Organizational Behavior, identified three kinds of leadership styles, each of which emerged from different groups to achieve group effectiveness. He theorizes that the more rewarding a group, the more effective it is and the more rewards which are anticipated from membership, the more attractive the group is to the members. Thus, an effective leader emphasizes more rewards than punishments. Bass suggested a coercive leadership would emerge when members, by virtue of their position or personal attributes, may have the power to reward or punish others directly. A permissive leadership would emerge when the promise or threat is made to come from the group or is used in limited or restricted ways. A persuasive leadership would emerge when different members have abilities relevant to solving part of the group's problem or to achieve some aspects of the group task. Sources of both ability and power are not status or esteem per se but the "worth or value to the group" (p. 260) regardless of the position of the member in the group.

Implied in these theories of leadership is the interaction between the person and the situation. It seems that during the Planning Phase, many types of leadership were utilized by different individuals in different group situations while the role of the Project Director evolved. W. G. Scott, op. cit. (p. 216), suggests that the type of leadership is determined by the availability of resources and the distribution of organizational power. In the Planning Phase of an interagency project, the organizational structure was developing and organizational power appeared non-existent or at least diffused among several educational agencies. Although organizational resources, i.e., Title IV-C funds, were available,

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the allocation of these funds depended, not upon the leadership, but upon specification of project tasks, a result of the Planning Phase.

Thus, a persuasive leadership seemed to emerge. In an interagency project, effective persuasive leadership appears dependent highly upon agreement on the project goal. The interaction of the situation, i.e., interagency project, with a complex and comprehensive goal is analyzed in the next section.

THE P.P.C.: MUTUAL GOAL SETTING IN AN INTERAGENCY PROJECT

One of the unique characteristics of the project is its interagency aspects. An interagency project is one which requires the involvement of multiple organizations of different structures and domains because no single organization has the composite technology, financial, political, personnel or administrative resources necessary for goal attainment (S. Schumacher, Political Processes in Education: A Case Study of an Interagency Curriculum Evaluation and Diffusion Project, p. 54). The Project Planning Council, hereafter P.P.C., was an interagency project structure. The need for establishing an interagency structure may be explained by several antecedents.

First, the goal of the project had been determined by the SEA with the cooperation of the LEA. However, most individuals who would implement the project had not been personally involved in the lengthy goal setting process. Although the project participants were committed to the abstract project goals, the full meaning of this goal would become clearer in a group process. Many questions could be asked about the goal statement. For example, what is the difference between "basal" and "supplementary" materials? Does "multi-media" exclude print material? Does "ma-

terials" refer to a curriculum with a rationale or philosophy of education, selected objectives with knowledge, skills, and attitudes/values sequentially organized into student activities with a teacher's guide or does "materials" refer to a series of activities with no conceptual framework? What does it mean to meet a "state-wide" need? How much teaching time is planned in 4th grade and 7th grade state-studies materials? What does it mean to "develop" materials?

Other antecedents were the necessity to use generalists and specialists and their organizational resources from other agencies to achieve the proposed conceptualization of the curriculum. How would consultants be selected? Which kind of expert skills were needed? How could the project best utilize specialists in other agencies? How could one be assured that specialists external to the project helped in goal attainment? What was the proper mix of specialists and generalists for goal attainment?

Finally, the Project Director's administrative style seemed to be one of "democratic leadership" in contrast with "autocratic leadership" or "laissez-faire" leadership. Robert G. Owens, in Organizational Behavior in Schools (p. 125), summarizes an empirical study which related different leadership styles to group effectiveness. The group responded to democratic leadership with higher morale and achievement. The autocratic leadership led to resistance and aggressive behavior, while the laissez-faire leadership led to frustration, lack of purpose and indecision.

The P.P.C. at one level of analysis became a forum for communication between project participants who had full-time positions in other organizations: Actions and plans were presented and discussed. Different knowledge bases were utilized in making suggestions for planning. The P.P.C. consisted of nine members with the Evaluators as ex officio mem-

bers. A principal, a fourth grade teacher, a seventh grade teacher and the LEA Liaison served from the LEA. A social studies supervisor and an elementary education supervisor served from the SEA. Four university professors also served: the Curriculum Specialist, a social studies educator, and the two Evaluators as ex officio.

Members of the P.P.C. were carefully selected not only for the specialized knowledge needed in the Planning Phase and access to organizational resources, but also in view of the goal to disseminate the materials for eventual demonstration and adoption throughout the state. It should be noted that a natural continual challenge on a project such as this is that the number of persons and groups feeling that they have a vital interest in the project goals is endless. To involve all would be to invite endless extensions and thus non-completion of the process. The emerging concerns would have to be stamped "approved" by all effected individuals and groups at each stage of development. Broad representation had to be constantly balanced with the need to accomplish the project goals within limited time, personnel, and financial resources. Several studies have supported the social theory of diffusion. The social theory of diffusion suggests that the rate of division adoption of an innovation is related to the channels of communication and sources of information, i.e., the "opinion leaders" (S. Schumacher, Limitations of a Research, Development and Diffusion (RD and D) Strategy in Diffusion: A Case Study of Nine Local Implementations of a State-Adopted Curriculum, and E. Katz, "The Social Itinerary of Technical Change: Two Studies on the Diffusion of Innovation," in The Planning of Change). Thus, in considering adoption, a superintendent's "response is not directly determined by the message which is communicated, but is largely determined by his relationships with other persons whom he sees as important to him" (Rich-

ard Carlson, Adoption of Educational Innovations, p. 5). Adoption is explained not as an individual process which leads to a slow but steady rate of adoption but a social process which leads to a "snowball" or "chain-reaction."

At another level of analysis, the P.P.C. served a more important function than that of communication. It was the arena for mutual goal setting. As individuals interacted, asked questions, made suggestions, reacted to plans, and added up-dated information to the discussions, participants developed a clearer understanding of the goals, the process of curriculum development, their roles in the project, and the external influences. Mutual goal setting led to a commitment to the project goal. The field notes describe the process of mutual goal setting at the first P.P.C. meeting.

> (OBS./I got the feeling that for the first time the project's "team" was gathered together and visible not only to each other but also to two external groups--the Director of the Title IV-C office and the Superintendent of County Schools. The Project Director has been working with each member individually or in small groups but some had never met before nor had any impression of their role and manner of working. It was as if the project was moving into another phase--from the proposal of an idea based on a systematic identification of a state-wide need to identifying the steps to accomplish this goal and the resources needed, to actually getting people involved in the project--many with no or a minimal compensation. Now that the team had gathered and in the meeting began to specify their roles, clarified and reaffirmed the goal of state-studies materials with potential state-wide usage, the next step would logically be planning and development of materials. Not only was the team present and visible, they were committed to the goal, this time with an awareness of the complexity and enormity of the task.) (2/23)

The process of role clarification demonstrated the needed specialization, some conceptualizations of the curriculum and the emerging curriculum development process.

> The Curriculum Specialist said, "When the call came, I jumped at the chance but didn't know what the role of a con-

sultant was." He had always had a concern about Social Studies and a special interest in using the local community as a resource. He read aloud what was written in the Project Design and commented that what was unique here was the emphasis on long term consultant when the typical consultant's services were used as needed. He stressed that he would continue to serve as long as he was needed and as long as his services were satisfactory to the Project Director.

He then suggested the types of consultants who were necessary--specialists in different content areas, who were not just discipline-oriented but also education-oriented, the application specialists who are widely read with knowledge of many instructional techniques, a specialist aware of current research in child development, teachers knowledgeable in terms of usability and what works with kids, and VDE specialists. The Curriculum Specialist should be aware of the unique aspects of this project and care about progress over the years, constantly asking: Where are we? Where do we want to be? What is the best educational method to get there? The Curriculum Specialist should discover the strengths of the group and build on these, read the materials developed, help teachers in the curriculum development process, read of other projects and how they developed materials, such as "Man: A Course of Study," the "Rhode Island Kit," the Fairfax units, observe teachers in the piloting of units to help determine evaluation needs and in-service training needs. Finally, the Curriculum Specialist should assist in the maintenance of a) flexibility, b) optimism, c) realism, and d) humor. (OBS./ Beautiful, sensitive, and aware of the complexity of the task and able to communicate it.)

Two teachers were appointed to the P.P.C.--one a social studies teacher who has been in Virginia a year and a half and another who is a native Virginian, whose relatives participated in Virginia political history, who is a reading teacher with one social studies class and whose instructional approach is experiential and child-oriented. As she said, "It's not what you tell a child, but what you let them do." The social studies teacher summarized what she remembered of the teacher workshops of August, 1978. This included to teach issues to make history relevant, to use "hands-on" materials, to make materials which were not simplistic yet were "readily" and "easily" usable, to allow for the development of local history units, to use as many constituent groups in education, etc. She was impressed that teachers would have input into the project and specified three roles for teachers: a) help determine what can be useful for instruction--e.g., content, b) help decide what is the best way to teach a concept, and c) to field test to give feedback. (OBS./She does not stress teacher writing teams or producers but says "to help".)

Finally, the Evaluators clarified their role. The evaluation model of the Title IV-C Guidelines is one of decision-

making and continuous evaluation as the project develops and the evaluation focus changes. The general stages of project development were mentioned: needs assessment, planning and feasibility studies, development of materials and assessing the quality and usability of the materials. The Evaluation is formative and process-oriented. Therefore the Evaluators must observe closely the events of the project in a non-interfering and non-judgmental role. Evaluation represents how the participants collectively view the project and how the project proceeds. Because of the need to submit an annual evaluation plan and because of the scope of project--its complexity (interagency) and its importance (state-wide implications) it was recommended that this project always have two Evaluators. Different kinds of evaluation will have to be done at different phases of the project. (2/23)

As the complexity of the project began to unfold, the SEA Liaison spoke of the need for the materials. The function of the project in view of other alternative solutions was cited and the uniqueness of the project. The field notes describe this aspect.

> The SEA Liaison said that the greatest need for materials was at the 4th grade level. He cited various alternatives that were tried and the project was "to forestall other less educationally sound approaches to solve the problem." The state legislature has recently passed a resolution regarding the teaching of Virginia history. The innovative aspects of the project (OBS./stressed perhaps to lay the ground-work for extended funding) are a) creating basal materials through Title IV-C, b) the state-wide need and benefits, c) coordination of personnel and resources on a state-wide basis, and d) the courage to pursue excellence on an untried road--to produce more than a guide or supplemental materials.
>
> This was reinforced indirectly by the LEA Liaison when he said, "Suddenly today I've become overwhelmed with this project and I'm not easily overwhelmed." (2/23)

The urgency of the state-wide need increased with the mention of the House Joint Resolution and the Hearings. In addition, at the second P.P.C. meeting, a preliminary analysis of a state survey indicated that educators desired additional Virginia materials done by educators with the emphasis on history. The Hearings seemed to indicate those in attendance desired a history textbook.

During the second P.P.C. meeting, discussions focused on the nature

of the materials. It seemed probable that local studies would be recommended for third grade and would not be a part of state-studies. Clarity was sought on the amount of print materials. One participant said, "I'm concerned about content. Teachers need content. We are all teachers and we can create activities." The discussion centered on whether content could be conveyed by other means. One member said, "The issue is not whether to have written materials but the amount. Parents don't necessarily want a textbook but they do need to see a pamphlet which a child can take home which can be called a 'textbook.'" One P.P.C. member said the decision on the "amount" of print material or the ratio of print to non-print material was too early to make. She suggested to wait until the P.P.C. looked at the results of the summer workshops. The consensus seemed to be that the need for basic factual information would require some print material. One idea suggested was to provide everything that a textbook did "plus." One member raised the question, "Are we now changing from 'educationally sound' basis for decision-making to a 'politically sound' basis?" Another member said that to compromise idealism with the real world reality in the schools and community was not a "political sell-out." It was pointed out that it would require more teacher preparation if the curriculum was not contained in the printed materials. The entire P.P.C. agreed on the need for piloting the materials and for in-service training.

Through the process of mutual goal setting, participants became committed to the project to meet a recognized state-wide need. The field notes describe the result.

> The clarification of the goal--state-studies materials for state-wide usage--was reaffirmed several times by the SEA Liaison and the VDE Supervisor who described the need for such materials as a state-wide need and one of the top three

priorities in the social studies curriculum area. Even the LEA Liaison said, "This project is Virginia's; it's not the County's. I'd be concerned about it if it ever became the County's." Yet, the project is best located in this County, according to him, not only because of its own historical pride, and its uniqueness as not being typical as a eastern or western county, but also in the nearby geographic area with expertise available and individuals who were committed to the goal. (2/23)

Mutual goal setting by the P.P.C. participants from different agencies was through a consensus decision-making process. Amitai Etzioni, in A Comparative Analysis of Complex Organizations (pp. 129-130), suggests the importance of consensus decision-making; communication, and socialization, especially for participants new to the organization. Etzioni suggests six "consensus-spheres": 1) consensus on "general values" such as societal or community values, often including ultimate values; 2) consensus on "organizational goals"; 3) consensus on "means," procedures or tactics, since procedures are not necessarily agreed upon in a rational manner; 4) consensus on "participation" in the organization, especially in organizations where participation is voluntary the consensus is reflected in agreement about frequency of participation; 5) consensus on "performance obligations," i.e., duties to carry out; and, 6) consensus on "cognitive perspectives" such as concurrence about facts which assumes a common language and a shared frame of reference. Etzioni suggests consensus in one sphere is not a prerequisite for consensus in another sphere. The consensus process in the first P.P.C. meeting appeared to focus on goals and in the second P.P.C. meeting, means or plans were discussed.

The mutual goal setting through a consensus process led to participants' commitment to the need for the state-studies materials and the goal to produce fourth and seventh grade state-studies curriculums. Commitment means more than mere agreement, acquiescence, or compliance. It

means the internalization of goals by the participants (James G. March and Herbert A. Simon, Organizations, p. 41).

The mutual goal setting, consensus decision-making processes, and participant commitment led to interagency cooperation. This did not occur without what the field notes call "creative tension," but the overriding "climate" was one of cooperation.

> (OBS./This meeting may represent a shift in the project emphasis from last fall, although I suspect there will always be a "creative tension" between county and state. The state need and influence began to emerge in the meeting.
>
> (The project is primarily state-initiated for state needs and the County has some advantages and things which the state does not have ready access to. However, it is through the state that the governmental agencies will be contacted for items, that the continuing state-wide need for curriculum materials and not a text is expressed. It is through the County that academic freedom and teachers are available.
>
> (Perhaps the best description is cooperation but, as one looks at the composition of the P.P.C., one suspects there will be a "creative tension.") (2/23)

As J. D. Thompson in Organizations in Action, p. 29, suggests, only if the organization's claims to domain, i.e., project goals, are recognized by those who can provide the necessary support and by the task environment, can a domain become operational. Cooperative procedures, which are more time-consuming processes, in contrast to authoritarian and competitive procedures, were utilized to select P.P.C. members and to make decisions. Thus, conflict was avoided and the "creative tension" became a positive element instead of a disruptive force. The antecedents and consequences of these processes are schematically represented in Figure 2.

INSERT FIGURE 2 HERE
THE P.P.C.

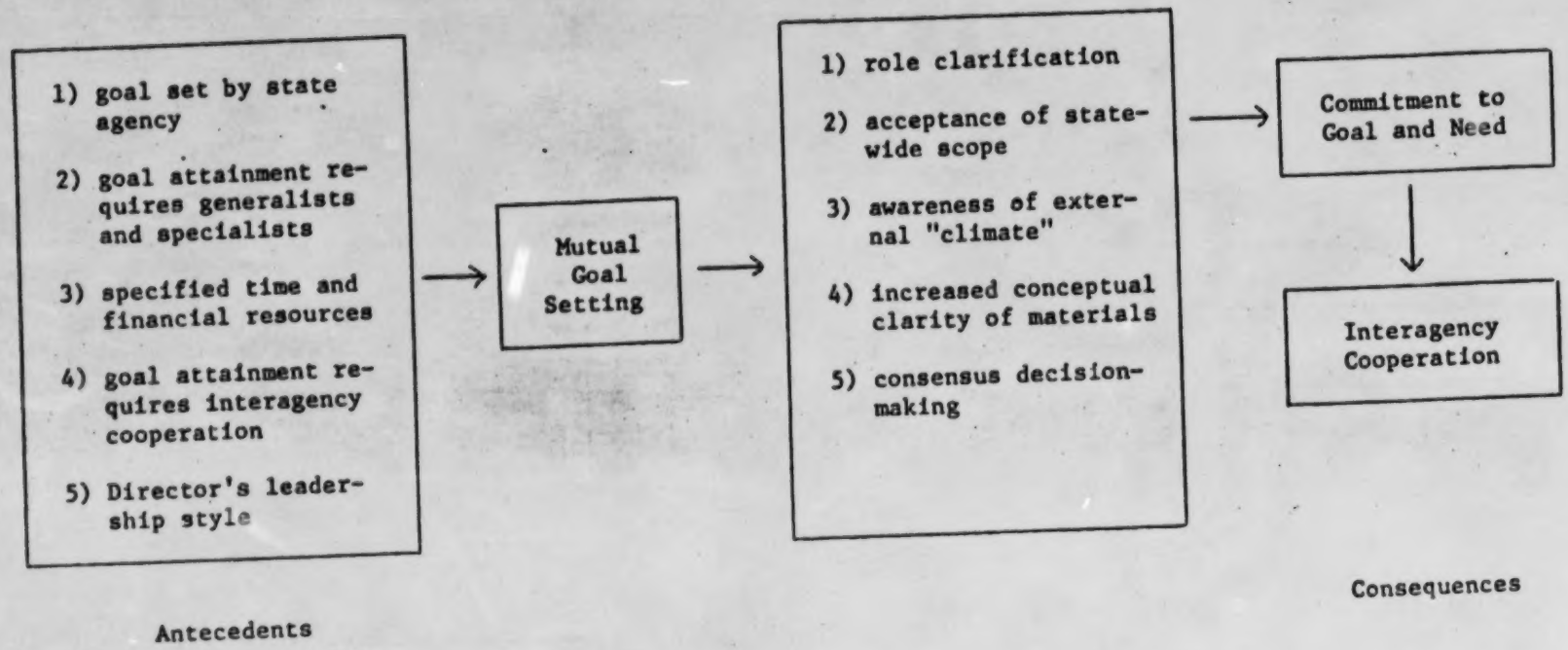
1) goal set by state agency
2) goal attainment requires generalists and specialists
3) specified time and financial resources
4) goal attainment requires interagency cooperation
5) Director's leadership style
Antecedents
Mutual Goal Setting
1) role clarification
2) acceptance of statewide scope
3) awareness of external "climate"
4) increased conceptual clarity of materials
5) consensus decision-making
Commitment to Goal and Need
Interagency Cooperation
Consequences

FIGURE 2
THE PROJECT PLANNING COUNCIL

The importance of interagency cooperation, the result of mutual goal setting, cannot be over-emphasized in a three year project. Continuity in key project participants is essential since a) there is task specialization, and b) the curriculum development process is lengthy. Further, goal attainment assumed interagency cooperation existed, but until participants are committed with a clear understanding of the goal, cooperation may be only a formality.

THE PLANNING PHASE: INCREMENTAL PROBLEM-SOLVING AND ACCOMPLISHMENTS

Planning by the participants to implement a goal statement and to achieve goal attainment is essential. The only method suggested as a means of planning in the Proposal was an Advisory Council. By September, initial activities such as the Teacher Workshop, Consultants Meeting and individual discussions with private and public organizations regarding the "hardware" items, indicated that an Advisory Council might not be the most efficient and effective means of planning all aspects of the project.

The proposed Advisory Council for the project was first delayed and then reconceptualized. The reasons expressed by the Project Director on November 9 were multiple. Working with a large group of organizational representatives would be "cumbersome," especially when how to best utilize the Advisory Council had not been determined. "It seemed more efficient to determine the need and then seek out the agency or industry that could meet our request. When the time for organizing the Advisory Council is weighed with the probable results, it did not seem wise to convene the Advisory Council." A major aspect of reconceptualizing the P.P.C. was the need to first determine the willingness and ability of agencies to participate in the project, for it was considered potentially counterpro-

ductive to include on the P.P.C. agency representatives who would make suggestions they themselves would be unable to help actualize through their agency resources. In retrospect, this concern appears warranted inasmuch as several individuals who participated at some early point in planning were subsequently dropped from participation for this or similar reasons. Further discussions indicated that a Planning Phase was needed, not just a planning structure.

Other antecedents for deciding the Planning Phase was essential were 1) the complex and comprehensive goal of developing basal fourth and seventh grade curriculums in social studies for state usability, 2) a limited project staff consisting of a full-time Project Director and a secretary, 3) the charge strategy of using Title IV-C funding and the goal determined by a state agency, and 4) the Project Director from the local agency who had not served as a federal project administrator before.

To assess the accomplishments of the Planning Phase, the Evaluators conducted interviews with all P.P.C. members from May 8 through May 16, before the second P.P.C. meeting. The in-depth interviews took from an hour and a half to three and a half hours. Both Evaluators conducted the interviews together except for those of three P.P.C. members. Questions focused on the P.P.C. member's involvement and role in the project, the accomplishments of the Planning Phase and any unanticipated events of the first project year. To preserve confidentiality, the data is organized as a series of quotations which best represent the ideas expressed in the interviews. Only those accomplishments which were noted by more than one agency and by more than four of the seven interviewees are reported here.

One of the unexpected findings in the interviews was the participants' recognition, in retrospect, for the Planning Phase. This was expressed in several ways.

"We needed time to identify needed expertise and to locate the specialists. There will probably always be the issue of the generalist versus the specialist in the project."

"This has been a year of getting started, making contacts, getting groups of people to work."

"Last summer, no one knew at that point where we were going--decisions were made by a group of strangers who knew the need but not the project." (OBS./It seems this individual has hit on a key of the planning year--the idea of getting people tuned into the project. Although since there will be little continuity in personnel between last summer and this summer, some problem potentially exists.)

"Planning for the project and time for planning was worthwhile. There is a snowball effect . . . doing one thing causes you to do three other things and to try to sequence them."

"The complexity grew very fast in my mind and the problem of developing a curriculum for two grades, starting from scratch with no plan and time delays since we didn't get the Evaluators until September. The Evaluation Plan established the project in my mind. I guess we thought it would magically fall out of the sky [said laughingly]. I've changed my attitude from evaluation being a nuisance to absolutely necessary."

The Planning Process may be conceptualized as incremental problem-solving in contrast to the theoretical model of scientific decision-making. The scientific decision-making model requires the following steps: 1) agree on objectives, goals and values (used synonymously) to separate the rational choice from the empirical steps which follow; 2) canvass all possible means of achieving objectives; 3) analyze all consequences of alternative means; and 4) choose the means whose consequences best match the goals, objectives or values identified in step one. C. Lindbloom, in Strategies for Decision-making, argues that although costs can often be estimated with reasonable accuracy, the consequences generally cannot. The approach is also impractical--to clarify all objectives, to investigate all possibilities and to analyze all possible consequences is a never-ending task. As J. G. March and H. A. Simon, in Organizations, suggest, because of the limits of human capacities "in comparison with the

complexities of the problems that individuals and organizations face, rational behavior calls for simplified models that capture the main features of a problem without capturing all its complexities" (p. 169). They suggest the simplifications have a number of characteristics: 1) optimizing or "best" is replaced by satisfying; 2) alternatives of action and consequences are discovered sequentially through search processes; and 3) each specific action program deals with a restricted range of situations and a restructed range of consequences. This relates to what John R. Commons called "limiting factors" or Chester I. Barnard called "strategic factor."

Lindbloom suggested an alternative orientation, strategic or "incremental" problem-solving. This approach assumes that in complex problems, the objectives and values, the possible alternative choices and their consequences can never be completely articulated, canvassed, or investigated. However, exclusions in the problem-solving process can be deliberate, systematic and defensible. The major strategy is reducing decision alternatives by considering only those which are "incrementally" different from existing policies. This focuses the analysis on alternatives for which there is some information and narrows the analysis to only selected critical differences between proposed alternatives. This strategy also focuses on alternatives which have some possibility of implementation in a political system. Other strategies include 1) limiting the analysis to alternatives which have the organization with resources for revision; 2) choosing the less desirable alternative because the feedback will be informative; 3) defining not the goal to be sought but the problem to be resolved; 4) subdividing the problem into a series of decisions in contrast to components of a comprehensive policy; and 5) encouraging partisanship by having different groups propose various alternatives.

As Dale Mann in Policy Decision-making in Education (pp. 158-173), suggests, "incrementalism" may be realistic explanation of the process of most policy decisions based on the logic of probability maximizers. In considering a set of alternatives, probability maximizers take into account what is realistically possible or feasible. Thus, a probable alternative with a modest gain may be preferable to an alternative with a high, but improbable, gain. Thus, dramatic changes, progress, or problem-resolution are not visible in relatively short time periods.

One of the results of incremental problem-solving was very few P.P.C. members could articulate all of the accomplishments of the Planning Phase. P.P.C. members tended to view the project achievements in terms of their own involvement in the project or role specialization. However, the Project Director did have grasp of the "totality" of the emerging process and project components.

One accomplishment of the Planning Phase was a more specific curriculum development process and, as noted below, recognizing the need for a process. The interview data suggests the importance of this.

> "The major accomplishment the first year was developing the process--all components. We have a clearer ability to see and establish time frames. The whole thing is process! It was realizing we needed a process and orienting ourselves to a process. . . . Never done this before. Also, realizing the magnitude and the scope of it because we don't want to lower our goals."

> "A major accomplishment was planning for three years the curriculum development. The process is more specific," and referred to a wall chart with phases of product development.

> "The hardest thing is for us to get the impact of the immensity," and its implications.

A second accomplishment was obtaining the project staff. This was a lengthy process involving identification of needed specialists and then

selecting those who were "committed." However, only part-time staff were selected for the first year. The interview data notes these aspects.

"Getting the personnel and expertise we needed."

"The growth of the Project Director in becoming knowledgeable about curriculum, but I didn't realize the administrative role would be so demanding. I'm used to more meetings and tasks assigned to groups to develop a curriculum but there is no staff to this project--just the Director! I'm aware of so much which is initially done never shows up in the finished curriculum."

"We selected the staff wisely and we now have people with varied backgrounds which can contribute to the project tasks. We are planning another full-time staff member and possibly part-time media expert. We tried to get released teacher time this year but first we had to find the committed ones and that took time."

A theme which occurred in most interviews was an awareness of the increasing expectations of "significant others" to have a visible product which would convey that the project is producing materials which have certain characteristics. The P.P.C. members seemed to sense an urgency to move into actual writing of the units. Hopefully, this sense of urgency would be translated into high motivation and achievement. However, the voices of "significant others" were not consistent in their concerns. "Significant others" were in different agencies or professional associations supportive of the project but not necessarily knowledgeable of the intricate processes in interagency decision-making or of even the inconsistent concerns being expressed. These concerns at least alerted the P.P.C. to the need to assess the materials from many perspectives.

A fourth accomplishment of the Planning Phase was task specialization. Every P.P.C. member could articulate their own role and how their own role had changed during the first year except one. Examples of role specialization are quoted below.

"To maintain curriculum quality and not just be responding to temporary pressures. I'm aware of teacher needs and wants and hopefully the kit will be almost self-contained and open-ended as supplementary activities. I hope the goals are more than just knowledge and facts about Virginia. I now see a greater and bigger need to give directions because the Director's role is not that found in a typical curriculum project. We'll need a full-time Curriculum Specialist if we go to year-around production and not a series of part-time curriculum consultants."

"To express how to ask questions, to use one's imagination in curriculum development, to see that the kit is more than written materials."

"I express a generalist elementary viewpoint and am considered 'level-headed.' The teachers' need for materials is more urgent than worrying about curriculum details and the non-educators' concerns."

"My role has diminished which is necessary and essential. I see that the project does not lose the state perspective by anticipating state needs, dealing with state politics, serving as a liaison to the state agencies, keeping the project informed of changes in the state thinking, and helping to maintain the funding."

"The Project Director sees the light at the end of the tunnel--knows where and how to go. We can't be more successful than the Director's visions."

"I survived!" [Said laughingly.] "I don't think anyone else sees the Director's role completely and it's not necessary for them to know all of it. They only need to know the more important results. I had not anticipated the complexity of the role--to work with different agencies in so many different areas. It's a conscious effort to manage it all and this will increase as the project grows."

"The fact that teachers were given a role from the start was important--especially in 'suitability' of content at grade levels and suggesting activities."

Another accomplishment noted was the interagency cooperation. Not a single person had resigned from project participation even though the magnitude of the goal had increased in everyone's mind. Part of the willingness to attempt the comprehensive goal came from realizing the various specialized skills brought to bear on the project and the dedicated professionalism of the individuals. The interview data expressed this in

subtle ways.

> "To try to keep a total perspective . . . to help everyone have a broader perspective."

> "The main project leaders have a humanist orientation in working with people."

A sixth accomplishment noted was fiscal caution. Fiscal caution was exercised in expenditure of monies for consultants, persons to do specialized tasks, and in negotiating for contracts for "hardware" items. Some of the caution resulted from the process to justify the need for expenditure of monies and then deciding how that need could best be fulfilled. An awareness of limited financial resources in contrast to nationally recognized social studies projects was also noted. The project would be audited the second year, and in an era of accountability, conservative fiscal policies are usually valued if the project shows progress toward its goals. The interview data described some aspects of this.

> "Although Title IV-C regulations do not specifically state this, it is best to check with three companies in seeking information for possible contracts."

> "Even writing a letter describing a task for a possible specialist has to be worded exactly."

> "Caution in fiscal responsibility is good but it may delay completion of tasks. We want to do a good job but we may be too cautious. If we can't find one way to do something, then we must change to contracting out for specific jobs."

Interrelated at one time with fiscal caution were copyright issues and the LEA lawyer reviewed some of the legal aspects.

The seventh accomplishment recognized by the P.P.C. members was the work on the units. The selection of topics for each grade level, the general unit outlines for the eight units, the completed "research" on two of the units, and the initial "research" on a third unit were indicators that progress was being made. The interview data indicates the

different perspectives of the P.P.C. members.

"We identified unit structures but these are subject to change. The writing of the content outlines by the Project Director."

"I expected the project to produce the materials this year."

"We have the hardware list and are in the process of negotiating for contracts. We have potentially beneficial contacts with the state agencies and a strong likelihood we will get cooperation."

"We wrote reviews of the content outlines and I did research on the reconstruction period."

"We have made some fundamental decisions about the kind of curriculum we are developing and identified issues which need to be discussed."

Thus, three units had moved into a Developmental Phase from the Planning Phase.

In summary, the major accomplishments of the Planning Phase recognized by the P.P.C. members were a more specific curriculum development process, obtaining the staff, task specialization of the staff, an awareness of "significant others," interagency cooperation, fiscal caution, and beginning development of three units. Figure 3 shows schematically the results of the Planning Phase.

INSERT FIGURE 3 HERE
PLANNING PHASE: ACCOMPLISHMENTS

Perhaps the statement by one P.P.C. member who had initially expected different outcomes captures best the amount of progress.

"The project made as much progress as could have been expected under the circumstances."

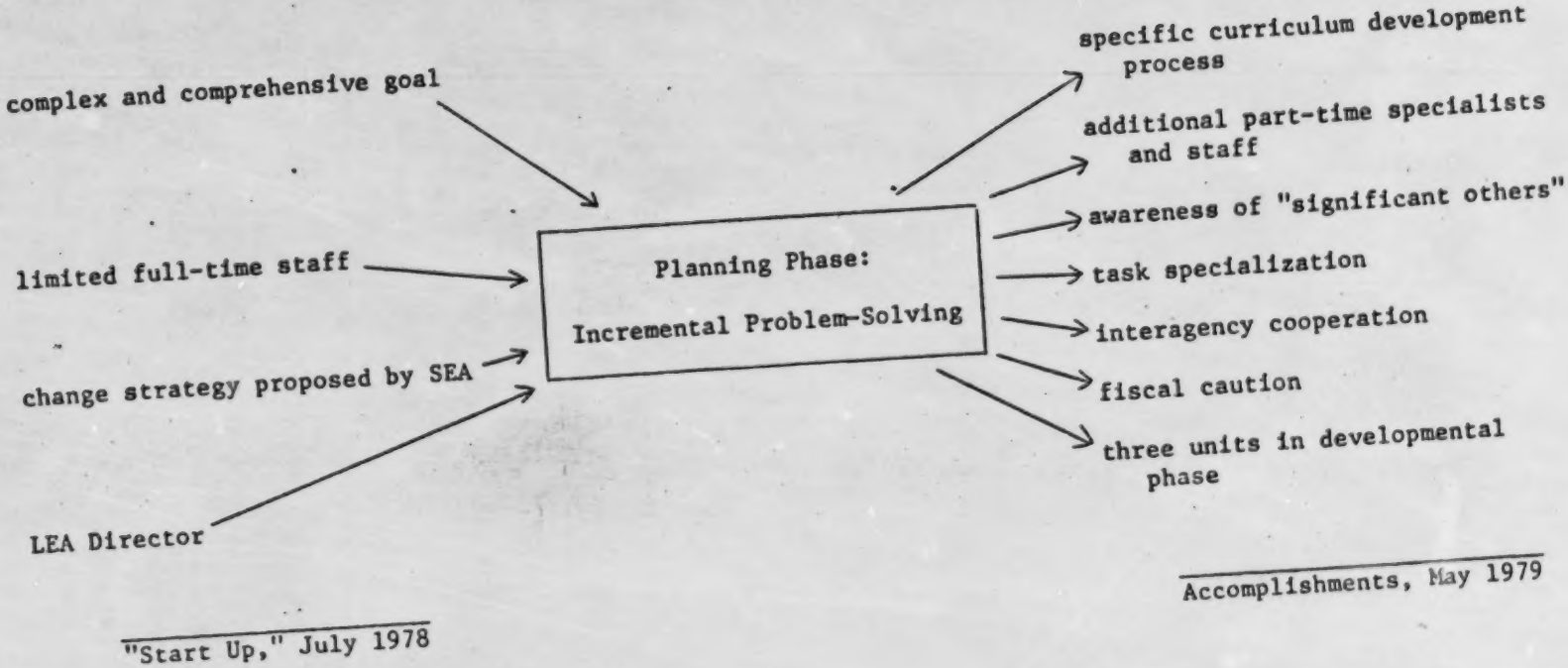

FIGURE 3
PLANNING PHASE: ACCOMPLISHMENTS

SUMMARY AND CONCLUSIONS

This Chapter focused on Phase I - Planning. Using the first project year for Planning was considered a risk at the time the decision was made, but the evaluation data indicate that the Planning Phase was both necessary and beneficial. The project, as noted in Chapter I, had three innovative features: the conceptual design of the state-studies materials, the role of the teachers in the development of the curriculums, and that curriculum development would utilize the resources from other agencies. This Chapter focused on the interagency planning for curriculum development.

The Planning Phase was necessary for several reasons. As an innovation, there were no models to follow except in a general sense. The Proposal suggested guidelines but contained no specific implementation plans. The Project Director, who was the only full-time staff member, was new to the role and to the comprehensive and complex goal statement. The Project Planning Council, organized in February, 1979, and consisting of part-time specialists, was envisioned as the only continuing group for the duration of the project. It became important for the P.P.C. members to also understand the comprehensive and complex goal statement.

The major accomplishments for the Planning Phase were two-fold. First, the goal of the project was not revised nor modified, but clarified and reaffirmed through a mutual goal setting process. Basal curriculums in Virginia studies for the fourth grade academic year and for a seventh grade semester would be developed. The curriculums would be multi-media, including print and non-print materials. Second, the participants' commitment to the goal resulted in interagency cooperation. Since the goal cannot be attained without cooperation from agencies external to the County,

this appears to be a significant achievement. More specific accomplishments were cited in the Chapter.

By delaying most curriculum development until after the Planning Phase, other potential consequences exist. As each new staff member or consultant participates in the project and as each public and private agency cooperates with the project, the process of mutual goal setting may have to be repeated. Since continuity in the total curriculum development process appears to be minimal in personnel, then continuity in goal commitment and understanding of the evolving nature of the state-studies curriculums seem essential for managing task specialization (i.e., research, producing, reviewing, editing, piloting, revising).

The Planning Phase also appeared to raise expectations about the quality, teacher usability, and future adoptability of the curriculums since the developmental process had lengthened. An increasing urgency to move into the Development Phase now pervaded the participants. However, the participants felt there was greater probability of goal attainment because of the Planning Phase.

Chapter III

THE EVOLUTION OF A CURRICULUM DEVELOPMENT PROCESS

The purpose of this Chapter is to clarify steps taken during the 1978-79 Project Planning Phase to insure that the final product would be congruent with the goals of the project. As in any project, goal clarification leads to some evolution of the goal and that in turn influences the steps to the goal. In this case, goal clarification led from the Proposal statement which stressed "materials" development to the project Planning Phase stress on "curriculum building."

The decisions related to both goal clarification and the process for reaching that goal were influenced by the unique interagency model and the needs or factors to which these agencies were responding. Thus, this Chapter also describes the factors influencing the evolution of the process. In this way it is possible to respond to the request in the Proposal (pp. 41-42) that this formative evaluation "yield a model for development of instructional materials . . . (by noting) . . . how goals, objectives and conceptual design of the project are formulated." It is important to note, however, as will be clear from the discussion below, that there can be no "model" in terms of "ideal process" for curriculum development; there can only be a descriptive model explaining how this process inevitably is influenced and ordered by a project's unique combination of needs, goals, personnel, outside influences, etc.

Figure 1 provides an overview of both the process as it was perceived evolving and the factors impacting directly and indirectly on that process.

INSERT FIGURE 1 HERE
AN OVERVIEW OF DYNAMIC CURRICULUM PROCESS
AND RELATED FACTORS

The figure indicates the initial materials orientation leading into content selection and research. The double-direction arrows are meant to emphasize the interaction between subsequent steps. While the entire process is still flexible, most open or not yet clearly articulated elements are indicated by use of dashed lined. The time line to the right provides some general idea of the time frame during which the process evolved. Labels in parentheses refer to concepts or factors clarified by project staff and "significant others" (i.e., groups or agencies, professional and private, who were concerned about the need for state-studies).

"Significant others" could be partially identified by examining the needs the project was to satisfy. The Proposal documents the need for state-studies materials by citing state law, State Board of Education regulations (p. 16), goals of local school districts (p. 17), professional social studies organizations (p. 24), as well as needs of teachers and others.

Since the project was generated to meet needs expressed by these sources, noting their related interests clarifies the evolution of the curriculum process and goals.

This Chapter will follow somewhat chronologically the activities of the project, noting the major focus of activities at each step in the curriculum process and the external influences which shaped decisions at that juncture.

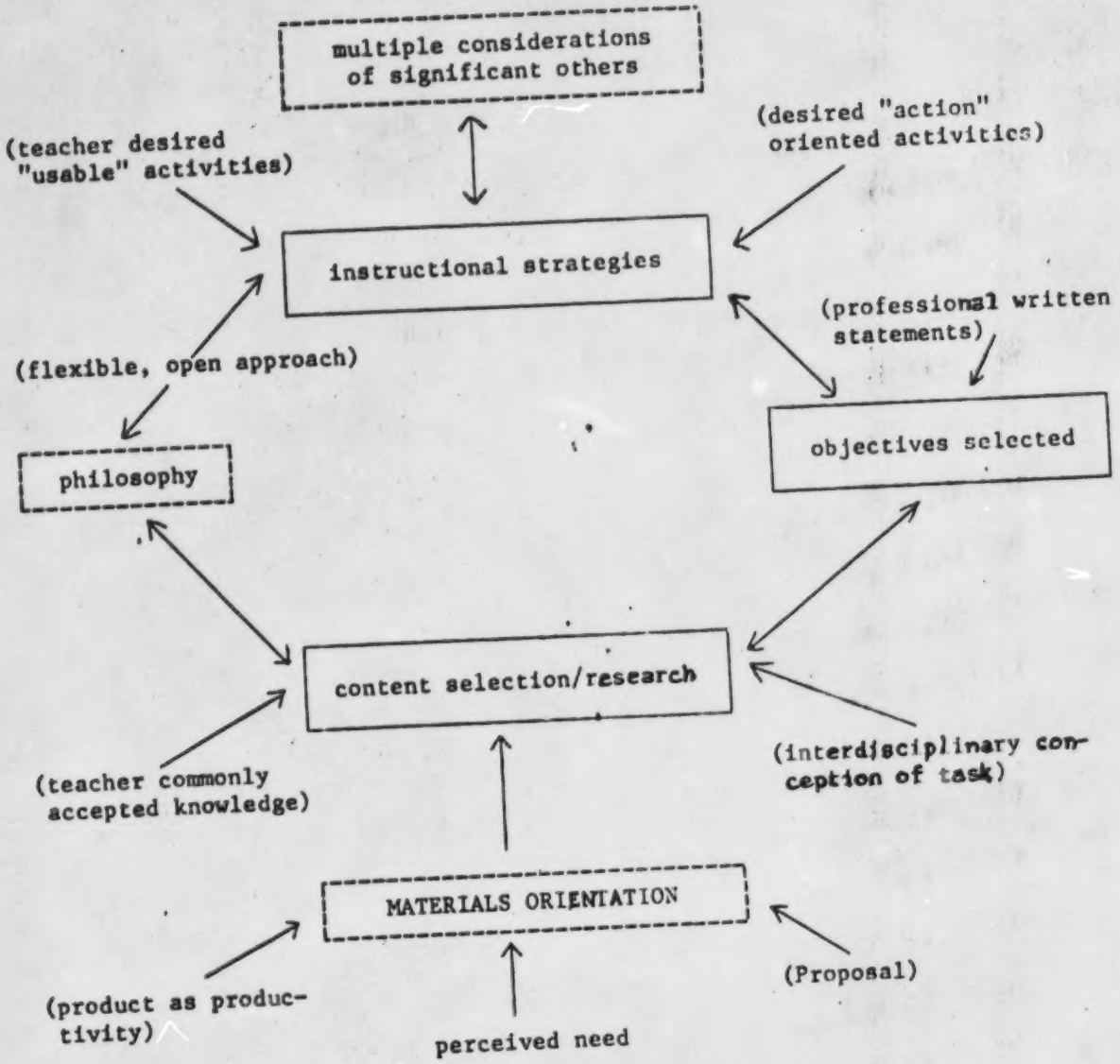

Figure 1
AN OVERVIEW OF DYNAMIC CURRICULUM PROCESS
AND RELATED FACTORS

MAY
JANUARY
AUGUST

MATERIALS FOCUS

The initial focus of project participants was materials. This may have been because the Proposal provided a concrete listing of potential materials and, thus, a clear guide for action. The original thinking through of the curriculum building process which led to the decision for multi-media materials and other project characteristics for the state-studies was the work of the Proposal writers who had spent several years (1976, 1977) conceptualizing the project. The implicit curriculum process was not (as is appropriate) as concretely delineated and may not have been fully articulated for all project participants. One P.P.C. member, looking back over the process, wondered if a formal curriculum format might have assisted new participants in understanding the overall curriculum process reflected in lists of materials and desired characteristics provided in the Proposal. However, as will be clarified, a curriculum process may be influenced too directly by individuals involved and emerging needs to be prescribed. The materials orientation is reflected in the initial activities of the Project Director who started on the project officially July 1, 1978, and by July 6, was drafting letters to state agencies and officials to seek their cooperation, and to determine materials they might help provide.

The materials focus was sustained through the August Consultants' meeting. At this time, the need to plan and organize ideas before moving too quickly was also stressed as the summary notes from a September interview shown below.

> The Curriculum Specialist noted that although the goal of the August 7th meeting was to define objectives, the main topic was components such as films, games, etc. "They weren't," he stated, "zeroing in on specific objectives." The Specialist seemed concerned about the materials focus

> while appreciating the need to "move" on materials. (OBS./ Concern for spelling out a process for developing materials was not expressed. This may have been because the Consultant realized that the immediate felt need to deal with "getting materials" was uppermost.) (9/16)

While obtaining materials was central, a need for broader perspective was present as notes on the Project Director's Log indicate. The Project Director wrote:

> "The Consultants cautioned us about moving too quickly into seeking assistance from state agencies and businesses . . . (and) . . . advised us to clarify our objectives and have an organized format to present. . . . " The Consultants explained that one danger of going to businesses or agencies first would be that the project could become too single concept (their example: business) oriented without a plan to provide a "fair composition." (Director's Log, 8/7)

Content was perceived as needed to "move on" materials and initial steps in this direction are indicated in the summary field notes below.

> The Curriculum Specialist described a second summer meeting with other project participants where attempts to establish content were made. The Curriculum Specialist noted that it was understood at that time that the Project Director would propose content or ask teachers for content and start to develop curriculum materials. (9/6)

The above reference was the first time the term "curriculum" was seen and was the first firm indication that materials development would require curriculum type planning. Although the Proposal (p. 27) criteria for materials indicated "materials should be such that they can be integrated into the local K-12 social studies curriculum scope and sequence," the identification of a need for project materials to have an internal scope and sequence or curriculum framework was left to the discretion of the project participants. Some aspects of curriculum development may have been assumed to be forthcoming in the SEA curriculum publication, "A Framework for the Social Studies Program in Virginia, K-12." This guide lists knowledge, skills and attitude objectives for grades four and

seven. Virtually all of these objectives are related to the study of Virginia. Since the project is to be of potential value to the entire state, these objectives were developed to reflect the desires of most Virginia educators. Additionally, some curriculum decisions regarding grade placement and general content focus had already been made as the result of a needs assessment conducted by the SEA. Constant informal exchanges between the Director and the SEA Liaison suggest there was a vehicle for transmission of these concepts. Given the informal nature of the exchange, this impact is not documented here. Another factor which should be considered in analyzing curriculum parameters was the assumption that the materials would be basal (see p. 24). It was assumed, as the SEA Liaison noted, that the materials would have to have strong pedagogical relationships with the currently adopted textbooks, reflecting a similar skill and concept continuum. As is noted below, this Liaison and other members of the P.P.C. would also suggest other (state, national, test) guidelines. Finally, the two or more years' initial thinking which went into the Proposal may have tended to decrease the time spent on what one P.P.C. member called "reinventing the wheel" by raising such questions as "Should the material reflect the history of Virginia?" "What grade level or levels should be focused upon?" "Should the materials be basal or another format?" Obviously, many of these curriculum decisions had already been made or answers implied in the Proposal. However, since the Proposal writers were not in the role of the state-studies developers, the questions were--at least briefly--reassessed. Given that new personalities and new factors emerged in the implementation stage, some new questions and answers were to be expected.

The need for some articulated management and curriculum process was

initially not felt by participants as noted in the summary field notes below:

> (OBS./A reading of the Proposal confirms that the scope of the project is broad. Interdisciplinary social studies basal materials which would provide for a full 180 day school year course of study for one or perhaps two grades is desired. A process for developing these materials so they interrelate has not been articulated. Project participants interviewed so far feel this process should emerge.) (9/13)

The lack of an articulated curriculum process and the apparent desire to allow the process to "emerge" are approaches best understood by clarifying the nature of curriculum development. Curriculum experts and observers (MacDonald, Kelly, Acland) view curriculum development as a highly complex, dynamic constantly changing process. In fact, curriculum as "a tidy or completely rational and technical process" is described by MacDonald in The Curriculum: Retrospect and Prospect (p. 111) as a "myth" and by Acland in American Education Research Journal as a "fantasy" (p. 82).

The reason that a curriculum does not develop in a clear sequential and rational manner is partly because "significant others" have to be accommodated and partly because goals inevitably change as projects progress. Thus, the steps described here did not necessarily take place in a clearly separated sequence.

As people who were participating in the project were interviewed, it became obvious that allowing the process to emerge was not due to lack of understanding of different approaches to developing curriculum materials but to the desire to start on many fronts at once. This is described in an early interview with the Curriculum Specialist.

> The Specialist felt that "you need a curriculum developer almost full-time with the teachers." The elements of the curriculum process: defining objectives, values, skills, knowledge, etc., were discussed. (OBS./However, it was

clear that the Consultant felt the need for the project to "move" as he restated the view that he was concerned because he hadn't seen, three months into the project, enough development of materials.) (9/13)

ALTERNATE CURRICULUM DEVELOPMENT MODELS

Developing materials and content at the same time is not unusual. O'Neill in Curriculum: A Comprehensive Introduction suggests that this multi-prong approach is viable and refers to many experienced curriculum developers who state that all elements (objectives, materials, etc.) of a curriculum can be advanced at the same time. He cites Purves' view that step-by-step curriculum models are a fine way to look at curriculum but they don't tell anyone how to proceed any more than a blueprint tells "where to begin building a house" (p. 89).

Curriculum models, however, do specify important elements in curriculum development and provide a system for understanding the process as it evolves. While no one sequence of steps in the curriculum process is to be preferred, most curriculum experts feel all elements should be accounted for. The traditional but rarely followed "mythical" curriculum process contrasted with the cyclic process evolving in this project indicated in Figure 2 is essentially a contrast between a descriptive framework and a "reality" framework, not a comparison between an "ideal" and a "reality.

INSERT FIGURE 2 HERE
TWO CURRICULUM PROCESSES

Kelly in The Curriculum also stresses that the curriculum development process is not linear and demonstrates that the interaction of all

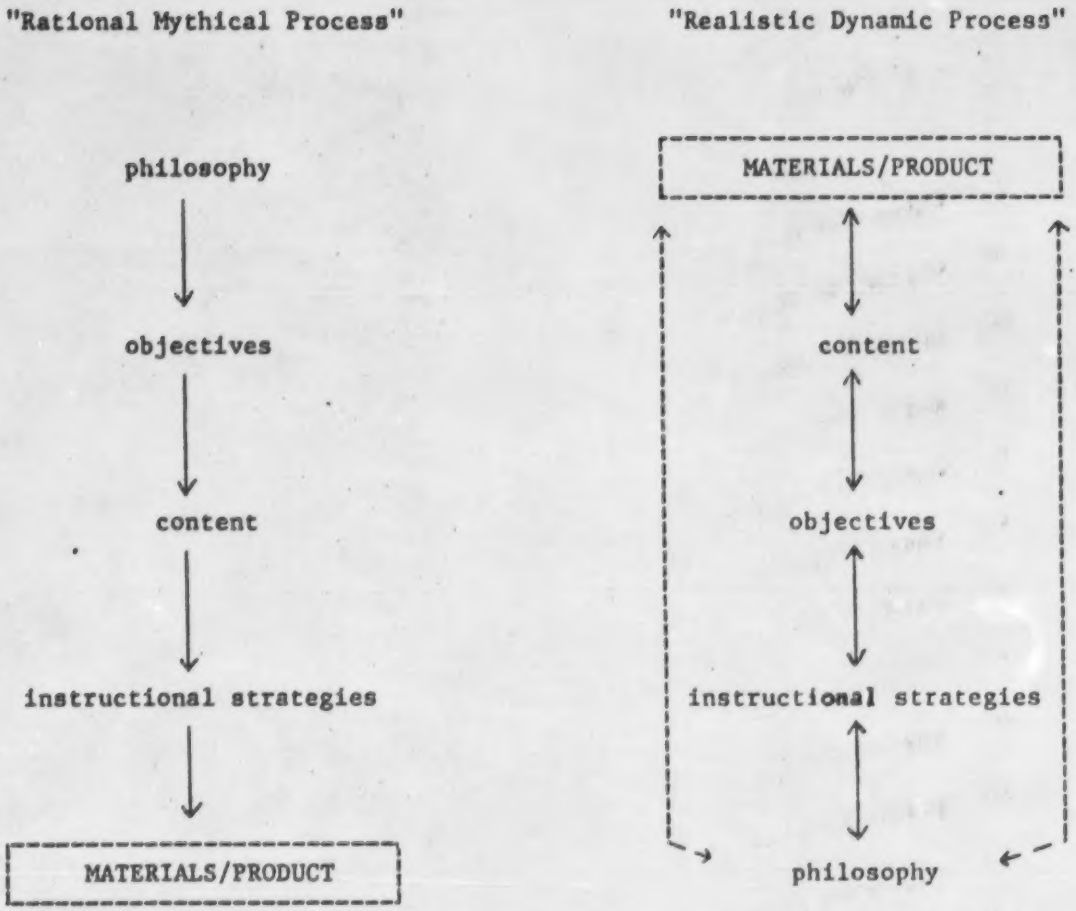

Figure 2
TWO CURRICULUM PROCESSES

the curriculum elements (objectives, etc.) result more in a cyclic model.

Thus, the real major difference in this project's emerging process from the rational or descriptive curriculum process appears to be the materials focus, which as the prolonged dashed-line arrow in Figure 2 indicates, set a framework for subsequent steps.

Elements Relating to Materials Focus

The external influences on the materials focus seemed to be the press for materials. Productivity and product were synonymous in the view of many project participants due perhaps to the reality of the funding arrangements, needs assessment, and the outlook in the Proposal's tentative calendar. Moreover, the enormity of the task for a new (i.e., not involved in the two year Proposal writing phase) staff in planning for materials which were to form the basis for more than a year's course of study was not yet foreseeable.

Again, curriculum decisions, content, sequence, skill scope, etc., made by Proposal authors were apparently not assimilated (see p. 21). Characteristically, each new person or group looking at the project needs to deal with and reassess the basic questions and answers. In the judgment of one P.P.C. member, this was a central problem of the project, although as this member noted, this was perhaps necessary for each individual (consultant, teacher, researcher) so that they could deal with and reach consensus on project goals. On the other hand, some of those involved in the two to three year statewide needs assessment may have been over-optimistic in believing that new arrivals would or could perceive and accept decisions made based on another's extensive experience and proceed towards materials development. "Democratic process" may have clashed with the perceived need for a "division of labor." There was no

automatic deference toward input from Proposal writers who had sought consensus. The value of time spent with new (i.e., those not in on Proposal writing) members spending time reassessing decisions should be realized in the dissemination process where the significant role played by participants will/should be a "selling" feature (see Chapter II).

The focus on materials did not diminish throughout the year but as the need for a content base and plan for organizing the content and skills for these materials emerged, the importance of following the Proposal criteria that materials "be carefully developed," "not rushed to production" (p. 28) became more meaningful. The elements related to materials focus included funding arrangements, desire for visibility, legislative initiative, Proposal Guidelines and the different perceptions of readiness for materials development by Proposal writers and participants.

Funding Arrangements

The funding for this project was balanced over the three years (90,000; 110,000; 110,000) indicating monies for production were available, and expected to be spent the first year.

Desire for Visibility of Product

Project participants when interviewed in September noted that even administrators "may be asking for evidence of progress." At the first meeting with the Evaluators, the Project Director explained that "physical evidence was important." This desire for "tangible products to show" was pervasive and attempts to respond to this are reflected in the materials focus.

Legislative Initiative

Potential legislative initiatives in this area (as reflected in

House Joint Resolution #60) may have prompted some haste since it may have been felt that in the absence of a product or tangible progress towards the creation of basal instructional materials might have prompted this and other "significant others" to move in another direction to solve this immediate and pressing statewide educational need.

Proposal Calendar

The Proposal itself generated high expectations, pinpointing as the time for initial materials production August, 1978. This time preceded the date for having a total project plan. This seems to confirm that the desire and need for state-studies materials was very real and urgent.

Perception of Curriculum Planning

The perception of planning and conceptualizing curriculum materials for a full year or two year course of study was internalized by some participants but not yet articulated. Thus, the task of developing a plan or establishing a framework for materials was elusive to some. The result of this was that the enormity of the total task was at the same time obscure and very open. It seemed that it would have been difficult to have one desirable element (a firm framework) without the loss of another desired element (openness to ideas, needs of project participants.) The two years of planning and thinking through of the project by Proposal writers enriched the conceptualization of the project but experience and opportunity to "think through" cannot be simply transferred.

EVOLUTION OF CURRICULUM DEVELOPMENT PROCESS

1. Content Focus

The project is, as one P.P.C. member noted, more complex than what

can be reflected in a description of a step-by-step evolving curriculum process. The complexity is simplified by describing the emerging need for making and enunciating curriculum decisions relating to materials, objectives, etc. This complexity is best understood in appreciating the multiple factors already assessed in the Proposal planning process when broad concerns and needs of the entire state were assessed. As noted in the Proposal (pp. 17-26), needs and goals of teachers, principals, central office administrators, legislature, social studies organizations, etc., were considered in formulating the proposal and in the curriculum decisions inherent in that Proposal. However, the "decision-by-consensus" model (see Chapter II) resulted in "ownership in curriculum decisions" by participants in this curriculum process and this in turn resulted in the reanalysis of what to Proposal writers were already broadly agreed upon decisions. Thus, the content focus discussed below was a needed step for new participants but not for those involved in writing the Proposal.

The content focus appears to have been clarified and given direction by the August 14-18th, 1978, teacher workshop. Field notes on discussions with the Curriculum Specialist who met with the Director and SEA Liaison on August 8th revealed that initial attempts to identify content were started by generating ideas about "what teachers expected to teach about Virginia" (9/28). In describing this process at a P.P.C. meeting at the teacher workshop this became the question, "What should students in Virginia know about Virginia?" (2/23) In a pre-workshop planning session, these ideas were expanded as the Director's Log indicates to provide some starting point for a planned August, 1978 teacher workshop. It was at this teacher workshop that the project was to really get underway. Summary notes on the pre-workshop session as the Director's Log shows indi-

cate emphasis at this point still more on materials than content.

> The Director's Log includes outlines developed in the pre-workshop session attended by several teachers, the Project Director, and the SEA and LEA Liaisons. From this meeting came a page and a half of topics related to Virginia and three pages of potential materials, similar to but more specifically described than materials listed in the Proposal. (OBS./While number of pages cannot be considered an indication of emphasis since the relative amount of work going into any page cannot be calculated, the very specificity of items is suggestive of having a starting point of content and moving quickly to materials.) (5/30)

The teacher reactions to the four-day workshop conducted by the Project Director and SEA and LEA Liaisons were highly positive. The teachers felt the workshop had been productive and especially appreciated this unique opportunity to have input into the initial planning stages. This is reflected in comments taken from reaction sheets filled out immediately following the August workshop and in statements made when some teacher participants were interviewed in May. The summary field notes below discuss both August 1978 and May 1979 views of the workshop.

> The main points emerging from an overview of the workshop reaction sheets seems to be "enthusiasm for the project" and for the fact that there was "teacher direction from the very beginning."
>
> Teachers felt a need for "more subject matter," "more definite material" to work from. (OBS./The teachers' concern about being unprepared to act as subject matter experts echoes what interviewed teachers and P.P.C. members felt about teachers having a stronger U.S. than Virginia history background.) (5/3)

The workshop met the need to deal more directly with content by providing teachers with the content background desired. Thus, the main achievement of the workshop may have been to identify content, themes and some ideas for related skills and activities. These were summarized in outline form and provided the base for future research.

To some extent it was time as one SEA Liaison noted in an initial interview, that "content and pedagogy are seen as a given . . . increased

knowledge about the state" (9/13). However, teachers were given the opportunity within this broad framework--"Virginia"--to indicate specific content areas, skills, and concepts for study.

Other "givens" were more subtle and apparently accepted assumptions. Three content "givens" which would indicate direction for content selection are found in the Proposal list of criteria, specifically: a) an interdisciplinary approach, b) a broad conception of social studies as including skills, values, and knowledge, and c) a time orientation on past, future, and present to be achieved by including concerns and issues developmentally significant to the student audience (Proposal, pp. 27-30). Thus, the framework for selecting content was broad, and an acceptance of these "givens" was apparent in selection of three guiding themes and eight broad unit topics. As the research on the identified topics progressed, the teachers and other researchers found that the material was just not "out there." In fact, some information on Indians, as one researcher indicated, appeared to be unavailable from any source (5/2). This was to be expected since essentially, this was the thesis of the Proposal: materials which were unbiased, organized, suitable for a year's source of study for the intended grade levels were not available.

The content focus was given further impetus by the Curriculum Specialist, as notes from the Director's Log below indicate.

> The Consultant believes the project should first concern itself with researching background information for the units, not identifying concepts or objectives. The objectives can be derived from the results of the teachers' research. This seems to be a logical plan of action. (9/29)

Field notes of an informal meeting of project participants indicate that the Project Director explored this idea.

> The idea of how to proceed was discussed. The goal for the end of the year seemed to be content outlines. This would

> be consistent with the idea that writing would take place the second year. The outlines would provide the teachers with the background they had requested and needed to start working on and identifying lesson plans and materials for the Virginia course of study. The LEA Liaison suggested that there could be a fluid interaction of turning a unit at a time over to the writing group. While the Project Director noted he had considered objectives first, no disagreement with the idea of research first was presented. Teachers or others who might do research were not identified. (OBS./It seems that broad research does facilitate curriculum development. It avoids limiting teaching to what one "knows" by providing an opportunity to look at the desired focus of "what Virginia is.") (10/4)

The Director's Log confirms the content focus above and the role of the teachers.

> The task of researching and writing the units will be completed by local teachers. It is appropriate, in my opinion, that instructional materials for teachers be created by teachers. Since we will include teachers from other counties to assist in writing the units, statewide participation and ownership is enhanced. (4/10)

Using teachers to establish content and to give direction would, it seems, help insure that the final product could and would be widely used since barriers to implementation of new curriculum enumerated by Gross and discussed by Kelly in The Curriculum would be avoided. These barriers relate to teachers being given a curriculum incompatible with their school organization and their skill and knowledge background (p. 149).

As Kelly notes: " . . . having recognized that a gap exists between the ideals of the planners and the realities of the work of the teacher in the classroom . . . " (p. 150), there is a need for school-based (i.e., teacher-based) development. By starting with teachers this Virginia studies project should avoid later implementation problems. The research or content focus was firmly established then by October. The Project Director became the main researcher and part-time researchers were hired to research the content outlines which would provide a basis for organizing

learning activities and selecting materials. Content outlines were submitted to teachers and the Curriculum Specialist for review.

Initially research started in an area where common knowledge, unbiased sources, etc., did not exist--the fight for equality. However, the sensitive nature of this material, the vital importance of exact scholarly research led eventually for a search for scholars to work on this unit; a scholar from Virginia State University specifically is being sought (5/16).

In January (see Director's Log) the research turned to areas where more common knowledge and available unbiased sources existed--the fourth grade Indian Unit and the Industry/Agriculture Unit.

Other content related decisions concerned specifying what content would be emphasized in grades 4 and 7. Initial decisions on grade level division of content made in the August teachers workshop were maintained as a comparison of the August, 1978, and tentatively finalized April 10th curriculum outlines (see Appendices B and C). The extensive task of researching and the size of staff made it impossible to pursue research on all now identified 4th and 7th grade units. At a March meeting of project participants it was agreed that research on grade 4 would be completed and additional full-time staff be sought to do more extensive research needed for the grade 7 units (3/22). It would not be until the May P.P.C. meeting that need for guidelines for these contracted-out units would be established.

The project participants were still in the "mutual goal setting" process described in Chapter II. The final goals, characteristics of materials, were still being discussed and were main topics of the March 22 meeting of project participants. The major accepted goals: materials and con-

tent were still in the fore. Participants were not as yet ready to (or felt the need to) decide upon such potentially delimiting elements as specific lesson objectives.

The research on content continued through the remainder of the year. The Director's Log and comments at informal and formal (P.P.C.) meetings document that the Director played a large role in this research. The role of Director here stemmed partly from the unanticipated demands of the research task. The teachers' role at this phase may have been less than planned since taking teachers' time from their regular class responsibilities was a concern. In the May Interviews, teachers indicated that had more time been available, as in the summer, more in-depth research and review for teachers would have been possible (5/3). An analysis of the teachers' reviews of outlines suggests that time for much effort and thinking was found.

By May, preliminary research on one 7th grade unit (Slavery, War and Rebuilding the Old Dominion) and extensive research on and organization of content on two fourth grade units were completed. The P.P.C. reactions to these completed outlines is indicated in the field notes below.

> (OBS./The outlines, much developed but still labeled as preliminary, perhaps to underscore they could be adapted based on P.P.C. input and by later reactions of teachers who would be using these in the planned summer 1979 workshop. Participants expressed pleasure at having something concrete in hand. Participants suggested that in refining and selecting for emphasis specific content consideration be given to certain professional and public information, specifically: the Social Studies SRA tests, results of a state survey of educators, results of the public hearings on House Joint Resolution #60 on teaching Virginia history and government, and state and national social studies guidelines. Comments at the hearings on Joint House Resolution #60, attended by one member, indicated that the public felt Virginia Social Studies meant history but there were calls for including geography, economics, industry and natural resources. However, no need to change the units was noted and the two fourth grade units now moved from the research planning phase to the developmental phase which would formally begin in the summer 1979.) (5/30)

One way to view the research completed and the content selected is by considering what should go into the selection of content. Nichols and Nichols in Developing a Curriculum: A Practical Guide list four criteria which if applied to selection of content would avoid gathering content which "tends to haphazard and biased" (p. 50). The four criteria include: 1) The criterion of validity. This means something is valid if true and if objectives can be achieved through its use. This criterion would be met by the Project Plan which cycled materials through the state-studies reviewers, resource consultants, curriculum and subject matter specialists and through the P.P.C. which itself included teachers and social studies consultants. 2) The second criterion is the criterion of significance. This implies that material contribute to achieving basic ideas and avoid the conflict of "breadth versus depth" by using "a number of carefully selected basic ideas, concepts and principles to form the basis of study." Since all project material relates to the study of Virginia and the use of themes and unit topics approach allows skills and subjects to be pursued in some depth the criterion should be met. The third and fourth criteria relate to interest and learnability. Those criteria should be met since teachers initiated the identification of content based on their background knowledge of children's interests and needs along with what had been previously studied about Virginia. Field testing procedures for draft units should also aid in fulfilling these criteria.

Basis for Selecting Content

In some curriculum writing projects, content decisions are influenced by objectives chosen, but since these had not been selected prior to content selection, this did not delimit content. Occasionally, the philosophy or valued beliefs about the nature of knowing, of children, of society

or structure of the discipline result in directing views about how to select content. Here teachers were a significant source of direction and their direction was accepted. In addition (see Figure 3), the themes selected, content outlined, formats selected all implied beliefs concerning the nature of the learner, learning, society, and the social science disciplines.

INSERT FIGURE 3 HERE
CURRICULUM BASES FOR CONTENT/OBJECTIVES

As Schulz noted in the April, 1979, Educational Researcher, "instructional intentions ordered by age/grade levels (brings) remarkable agreement." The emotional attachment is to elements of structure and pedagogy (p. 577). This was confirmed by the P.P.C. accepting the unit division, grade division and themes approach agreed upon during the summer 1978 workshop.

The major base for content decisions within the proposal "givens" (interdisciplinary, broad and "relevant" conception of social studies) then appears to be teachers' commonly accepted knowledge of what was taught and what was expected to be taught. This base was adapted or refined in light of the research on Virginia.

At the P.P.C. May meeting other possible considerations were suggested for selection of content: planned social studies SRA tests, the proposed state Social Studies Curriculum Guidelines, previous National Council for Social Studies Curriculum Guidelines, and new 1979 National Council for Social Studies Guidelines. However, these influences were inherent in original decisions. That is, the SEA, LEA and Director's background knowledge of these guidelines and the role this played in content decisions can only be inferred since initially these guidelines were

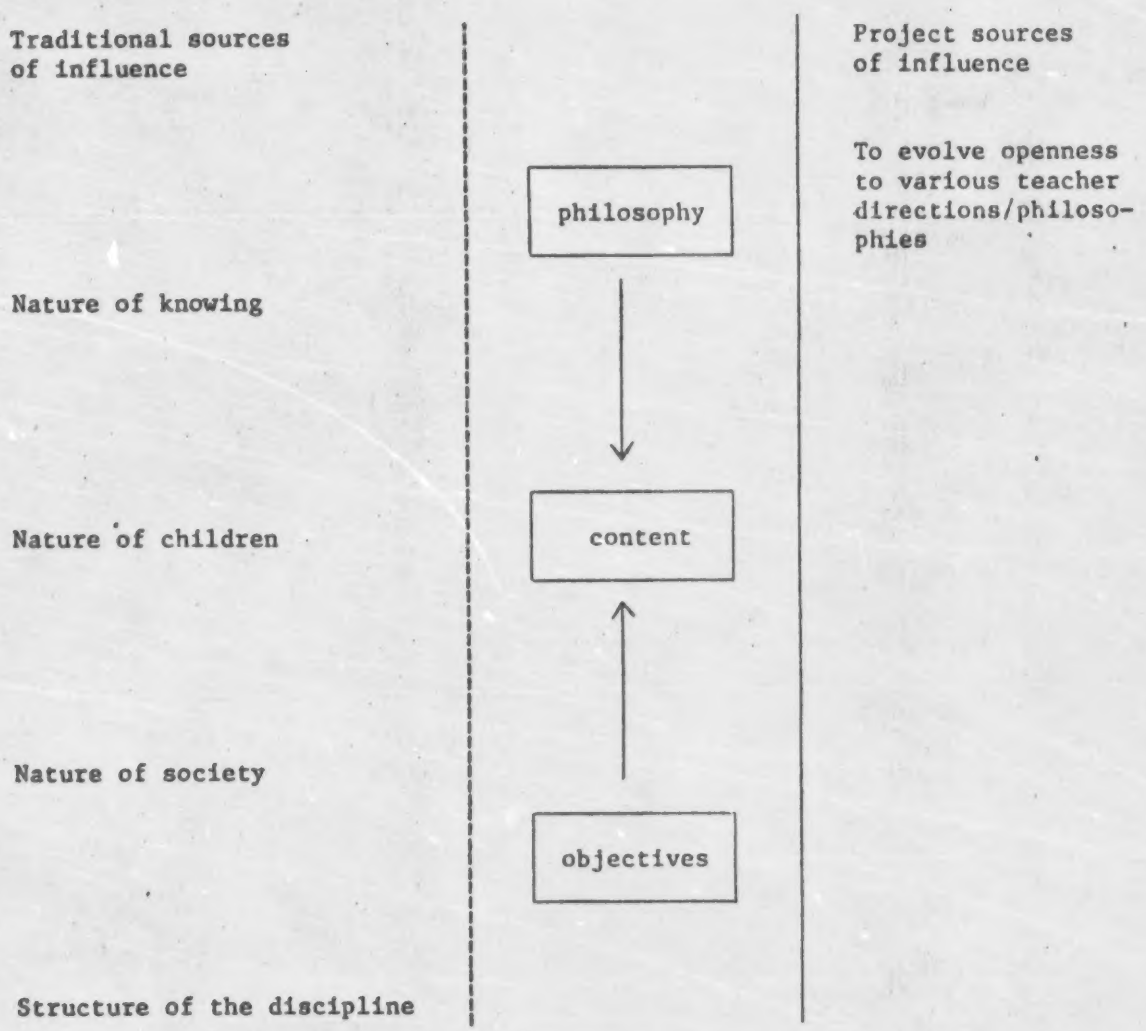

Figure 3
CURRICULUM BASES FOR CONTENT/OBJECTIVES

not articulated for all teachers. The impact of these guidelines on the objectives and instructional strategies or on how the information will be learned is likely to be more clearly seen.

Since content selection and direction started to some extent with teachers' "common knowledge base" it could be expected that materials would meet teachers' needs. The research helped provide the larger view of perhaps "what should be taught." The P.P.C. recognized that the final scholarly examination of content would take place during and following the 1979 summer workshop. No single theory or set of objectives were expected to be used as a guide for selection of content.

Notes on the P.P.C. meeting reflect the benefit seen in this open, eclectic approach:

> (OBS./It seems difficult to find the point at which the evaluation stopped being concerned about the lack of an articulated curriculum process and became fascinated with the fact that many curriculum decisions were not overtly structured or controlled by a given philosophy or theory, thus, insuring that the process would be open and fluid. Moreover, the teachers themselves gleaned more control from this approach since they didn't have to argue theory but could talk in practical terms about "workability" or a "wait and see what evolves" approach.) (5/30)

McNeil discusses a curriculum non-model called "disjointed incrementation" in which decisions are made without following a systematic procedure (p. 88). This seeming non-model suggests decisions might have been made through a policy process, making only minor changes possible. The Project Design proposed cycling decisions through reviewers and representatives of teachers, local and state agencies, thus making it possible to consider, versus conforming to, policies. This design clarified the decision making process if not the sequence of decisions which were to be made. On the other hand, the curriculum decision making process may have been less formally spelled out and may indeed have occurred in part, prior to

the convening of the P.P.C.

The term "incrementation" seems appropriate here and might be considered because of the inclination to have things evolve so that there were no surprises. The open emerging approach allowed groups to amply air views. Perhaps another reason unit outlines were readily accepted by the P.P.C. is that content parameters emerged slowly from tentative August 1978 outlines to final May 1979 expanded forms. All P.P.C. members viewed the outlines, all were aware they were teacher-experience based (i.e., base prior accepted knowledge) and all were aware "experts" would review materials. The "non-model" is frequently overtly and probably always in reality operating in curriculum development projects. In this project, this incremental non-model promoted consensus and involvement. The impact of other factors, (i.e., view of the learning process, etc.) would be expected to have influenced teacher decisions. The perceived eclecticism of the "real world" did influence the project to select characteristics reflecting multiple content inputs. Some characteristics specifically reflected an understanding of the learning process. Different inputs impacted differently on each separate curriculum decision.

When tentative final outlines and research were presented at the May P.P.C. meeting, there was a tendency to focus more on this "product" which was the major "visible" achievement of the year than on the curriculum process. This process was presented at the same time in the form of the course outline for the summer 1979 workshop.

Several factors explain the extended time put into the research for the two completed fourth grade units. First, valid, complete, unbiased content appropriate for fourth grade use was not readily available. It was the purpose of the project to avoid distortion seen as present in pre-

vious texts. Research, therefore, had to be thorough. Secondly, the staff assembled to research and organize content on most curriculum projects is usually six to twenty full-time people (see Hively, Domain Referenced Curriculum Evaluation). This Virginia studies project proceeded with only one full-time person: the Director; and several part-time research assistants.

The research content focus then extended over the greater part of the year. Recognition of the implications of this for the second "developmental year" was reflected in decisions discussed in a May interview with the Director.

> The time needed for research and limitations on available teacher-time led to the decision to contract out units where scholarship of high caliber would insure the integrity of materials. The Director noted that scholars from Mary Washington University were being asked to work on two 7th grade units and to furnish content, instructional strategies, activities, teacher guide and specifications for related instructional tools. Continuity would be somewhat assured by providing input on format and objectives. A scholar from Virginia State University is being sought for the unit on Slavery, War and Rebuilding the Old Dominion. (5/16)

Thus, issues related to content research and organization seemed resolved and these guidelines could be transmitted directly or indirectly to the scholar-researchers who would work on the seventh grade units.

2. Objectives

The second and what might initially seem to be a late emerging element in the curriculum process was the focus on objectives. Since a primary innovation in the Virginia studies curriculum conceptual design related to content, this would be appropriate.

As A. Kelly in The Curriculum Theory and Practice points out, the problem of beginning with objectives is that "it reduces the role of con-

tent in our curriculum" (p. 37). Inasmuch as one aspect of the curriculum conceptualization of this Virginia studies project was to facilitate presentation of content, an objectives first approach could possibly have promoted a knowledge of facts focus. This would have been anathema to the current view of social studies as a critical thinking process.

That the potential focus on knowledge of facts might have resulted if objectives were finalized too early is suggested by the Evaluator's descriptive notes on the first unit outlines:

> The outline of Indians in Virginia was provided as an indication of the direction of work to date. This outline does list "objectives and content." Essentially, the objectives are content; for example: "different tribes of Virginia," "types of homes," "dress of Indians." The Director noted in a discussion of this that he "knew the objectives of the unit" and this was confirmed by an earlier statement that the objective was "knowledge of Virginia." (9/28)

The delayed look at objectives made it possible to give desired primary emphasis to "content" without totally subverting the potential value (for guidance and organization) of objectives.

There is value in a content focus. Kelly explains the view that to many educators activities have an "intrinsic quality," that is, activities of themselves are of value and in planning according to extrinsic behavioral objectives one is looking at the goal outside of activity. This project's goal was to learn about Virginia or as the LEA Liaison noted, "to experience Virginia" (9/21). Viewing content and activities first emphasized the intrinsic value of knowing Virginia. The delay in formulating specific objectives, then, led to certain benefits. The goal "to experience Virginia" implies, however, more than a factual knowledge approach; the term "experiencing" emphasizes project participants' intent to employ "attitude, value, thinking" objectives. For while 50%-70% of

the objectives for the project might involve knowledge outcomes, it was always the intention at the SEA level (see Proposal) that skill and attitude objectives would occupy that other 30%-50%. Map skills, chart and graph interpretation, research skills, discussion skills, human relations skills, a heavy emphasis on initial thinking skills, and skills of reading were also to be included. While "coverage" of considerable content was and is expected, this would take place in a context of carefully sequenced skills. This is clearly implied by a number of "model characteristics" of the Proposal (i.e., referenced guidelines discussed at the P.P.C. meeting as the SRA test). Objectives and the base for objectives were then present but submerged. Clarification was delayed only until the process of curriculum development required it.

A reason for the delayed need for and thus the delayed systematic look at objectives might have been that teachers can, as their own comments on the 1978 summer workshop evaluations indicate, work more easily by thinkin_ in terms of activities or in terms of what they want children to do and know. The curriculum process used in this project adapted to this teacher orientation. Once the content (through the now tentatively completed unit outlines) was available, the teachers could think in terms of activities around content and draw objectives from this source.

An evaluation of the curriculum outlines from initial August to tentatively final May product does indicate a move from first totally integrating content and objectives to the linking of activities and objectives. A number of suggested activities are, for example, clearly skill-oriented as opposed to knowledge-based. While page 3 of the Industry and Agriculture Unit actually uses as a heading, "Student Activities or Objectives," the broader idea of "goals, aims, values" was another "given,"

but this "given" appeared to be in the form of being open to all views.

In retrospect, it seems that some project participants in the process of doing the needs assessment and in writing the Proposal had "internalized" ideas about the objectives. Ideas about values, skills, etc., were inherent in selection of topics and activities even if they were not specified. This is not unusual. Hively et al. in Domain-Referenced Curriculum Evaluation note that "curriculum writers often do not know in detail what their objectives really are. Instead of beginning with objectives . . . [they deduce] objectives from experience" (p. 17). This seemed to be the expressed source of objectives or ideas about objectives in the first (July-January) phase of the project. As noted above, objectives were also implicit in the Proposal where authors were knowledgeable and gave consideration to SRA type tests and National and State Social Studies objectives.

Some further idea of what these "internalized objectives" might have been can be deduced from the content focus and from tentative activities (problem solving). Another source for determining the "internalized objectives" was provided in an early meeting with an SEA Liaison.

> (OBS./The SEA Liaison had results from an earlier informal survey on what was actually being taught in Virginia social studies classes. The description of the 4-6 grade program is of interest since it might confirm one "commonly accepted teacher base" of knowledge worked from in generating ideas for content. The summary indicates: "The 4-6 program is more clearly defined and structured than in lower grades; is more often taught as a separate and defined subject; has a higher percentage of knowledge objectives (while maintaining an emphasis on skills--especially map and thinking skills--but decreasing affective or attitudinal objectives). Knowledge objectives center on U.S. history, Virginia studies (history, government, and geography), physical and cultural geography, and world cultures.") (9/14)

The summary not only indicates somewhat the content focus but emerging objectives skill (map) focus. Beyond this, the concept of specific

goals or objectives seemed generally indicated in the needs statement of the Proposal (p. 19), although it was not tied directly to a specific framework. The fact that teachers six months into the project (August-January) were raising questions essentially thought to be answered in the Proposal implies several things: 1) that background available from Proposal writers was not being completely communicated; 2) that this background could not be assimilated until the "need to know" was recognized; or 3) that this background (here: goals) information was considered negotiable in light of the project as it was progressing in the present context. Need for such questions may have been due to all three factors since Proposal writers were not in direct communication with project implementers; teachers prefer, as noted, a more practical approach, and the expressed desirability of participants' sense of ownership.

The first lengthy discussion of objectives emerged in a January 1979 meeting of several project participants as the notes on the meeting below indicate:

> The goals now were discussed in terms of their "message" to children--one teacher asked if the end result was "a good Virginia citizen." The Curriculum Specialist said it was that and "better social scientists." The SEA Liaison had a broader view--"to know more about self and groups to which you belong."
>
> The teacher was seemingly seeking a statement of purpose that might be given to--or interpreted to--students.
>
> The SEA Liaison noted they were interested in typical grades 4 and 7 skills and Virginia content was to flesh that out. (OBS./There was no conflict over what goals should be, but the need for goals to be articulated was emerging. All goal statements were seemingly, by consensus, acceptable. The reason for the need for objectives seemed clearer when one project participant noted the difficulty of starting to produce material "without knowing the direction the unit would go." As the "what" or content of units was clearer, the need for the "why" or objectives emerged.) (1/31)

This discussion was preceded (anticipated) and followed-up by the Director as can be seen on notes taken from his Log below:

> On January 11th the Director noted he had an "interesting" discussion with a project participant "about the emphasis on skills in elementary, and "information" in secondary. We discussed the need for a natural progression of skills. . . . " (OBS./I interpreted this to mean that the materials currently being stressed--maps--had resulted in a focus on geography and map type skills.) (1/11)

Following this meeting with several project participants, the Director discussed with another project participant the possibility of asking the Curriculum Specialist to review adopted fourth and seventh grade social studies textbooks to determine the general pattern of activities, skills, attitudes and knowledge objectives "with an eye to include these skills in the unit." (2/26)

Thus, as the need for participants to articulate objectives evolved, a structuring of a format for selection of objectives was sought.

At the first P.P.C. meeting it was noted that there was much emphasis on including map skills, history, the environment, and using issues in the present to make the past relevant. As one teacher explained, "teachers tend not to think of 'social studies skills.'" She supported this view by sharing a list of social studies skills created by teachers. The list resembled a list of reading skills (2/23).

The second P.P.C. meeting had an even more focused discussion of skills and objectives. Objectives were considered in terms of scope and sequence, perhaps because this element was part of the 1979 summer workshop outline for teachers and because concrete information in the form of research units was on hand. Moreover, at this meeting the results of public hearings on Joint Resolution 60 and a tentative summary of an educator's survey on what teachers felt they needed to teach about Virginia

were presented. Summary field notes indicate this more systematic concern with objectives.

> Discussion focused for a time on the need to identify and sequence concepts, skills and objectives. It was suggested that SRA tests, State and other social studies curriculum guides be considered. (OBS./The importance for the project to be "accepted," to fit in and meet the needs of teachers also seemed to be directing the discussion.) (5/30)

In a series of subsequent informal discussions with the Curriculum Specialist, the Evaluators were informed of the planned use of the state curriculum and National Council for Social Studies (NCSS) Curriculum Guidelines. The NCSS Guidelines stressed objectives including knowledge, abilities, valuing and social participation (p. 269). The Consultant noted these would be used as a framework for selection of objectives, although content would continue to be the focus (6/1-7). Thus, to some extent the orientation for selecting objectives was finally articulated and can be assessed.

Ammons in the Encyclopedia of Educational Research lists Goodlad's and others' six criteria for judging objectives (p. 909). The first criterion is to determine if the objectives reflect the aims of the agency. In this project, the sources of the objectives will be state and national guidelines on objectives; SRA tests, Proposal guidelines, and teachers. These sources were suggested or recommended by the agencies involved (SEA, LEA, through a representative body, the P.P.C.); thus this first criterion is met.

The second and third criteria are appropriateness and feasibility of objectives for the learner and situation. With teachers and educators making the final selection of objectives, a mechanism for insuring appropriateness and feasibility exists since these teachers would be guided by

their knowledge of children and classroom learning environments. Field testing materials would eventually provide additional feedback on these criteria.

The last three of Goodlad's and others' criteria, precision, consistency, and comprehensiveness require objective statements to be clearly stated, congruent with each other and include all desired aims. The Curriculum Consultant's own experience and use of state and national social studies objectives guidelines suggest these criteria will be met. Again, field testing will provide more specific feedback on this.

Ammons (p. 910) goes on to note that sources for objectives generally include basic value statements or philosophical and psychological orientation to society and the learner. Basic value statements are implied in the Proposal but several project descriptors may have been selected from bases other than specific theoretical or philosophical guidelines.

Basis for Selecting Objectives

Members of the P.P.C. did not discuss or advise using a single base for selection of objectives. Again, with hindsight, this seemed in part to be due to faith in participants and the process and assumed implicit understanding and acceptance of objectives. The Curriculum Specialist was more than capable of directing a balanced process and the extensive outline submitted for the 1979 summer workshop indicated as much. It was established that the State social studies and National social studies guidelines (N.C.S.S.), as well as the test focus, were to be considered. In addition, teacher stated needs and knowledge of public concerns for historical emphasis were known, indicating that many parameters for objectives were being considered. Perhaps part of the openness to all available guidelines was the relative consistency of these guidelines

with each other and with the broad perspective of social studies held by project participants.

3. Instructional Strategies

In most curriculum projects writers note the areas requiring the most lengthy discussions are philosophy and methods. In this project the greatest discussion centered around methods. The discussion about methods essentially centered on the question of "how much text." This influenced a methods discussion since it was assumed the more "text" the less activity-oriented the curriculum would be. The question of "how much text" was also intertwined with the need to clearly define what "basal" meant.

The Proposal indicated that basal materials were desired but beyond definition of scope (materials for 180 school days) and the idea that materials were not to be supplemental, the term basal was not defined. The labels "basal" and "print sources" were characterized as synonymous in the minds of many educators and lay citizens. The Proposal, for example, in pointing out reasons why available television materials were not used more extensively, viewed this problem as due to "tendencies for teachers to rely on print sources for basal programs" and television materials were seen as supplementary in nature as opposed to basal (p. 24). Therefore, apparently to some "more text" meant "more basal." The goal was to use instructional strategies which would also promote wide usage and acceptance.

The clarification of the term basal not only became a clarification of the scope of developing a year's program of study (i.e., the need for valid content, objectives, methods, and a teacher's guide) but a clarification of "how much text." As the term "basal" was delineated, the char-

acteristics of materials and thus teaching approaches would be affected.

Different questions seemed to revolve around the need to clarify "text/basal" as summary notes below from a meeting of project participants indicate:

> An educator reemphasized that materials be in a form "that teachers can use without a great deal of preparation." Another had anticipated activities cards, or booklet. One teacher asked if there would be a narrative in grade 7. A P.P.C. member responded, "Yes, but we don't know how much or what might be better in narrative." The teacher's response, "I'm thinking teachers would read a narrative with more understanding than an outline," struck a chord in the SEA Liaison, who noted that the question of how much "written for teachers was a good question." Elements of this question such as how much would a teacher have time to read or what information should be provided for teacher and what for the students were not discussed. (OBS./Again this was or appeared to be an exploring of parameters, the basic teacher orientation and apparent orientation of "children learning best by doing/experiencing.") The answer to the question "how much text would be needed to facilitate this activity." (1/31)

The question of how much text was discussed again in the last P.P.C. meeting. More information was in, as the summary field notes explain:

> The presentation of information on the public hearings on House Joint Resolution 60 reinforced the broad implications of the decision "how much text." The public speaking at these hearings had indicated a desire for text. As one P.P.C. member put it, "Politics dictates we need written material." The state presentation of the results of a survey of what teachers felt they needed to teach about Virginia indicated that the majority preferred a text or films. The need for text or background material was stressed again as a member noted, "What many teachers themselves don't have is the content" (i.e., information about Virginia). It was agreed that out-of-state teachers would not know Virginia and local teachers are not required to study Virginia; they have a stronger U.S. history background. "The task is to get to teachers," one member noted. (OBS./If the text background goes to teachers, an activities or learning-by-doing orientation could be maintained. If the text goes to children, it would seem that a traditional "read-study" versus "do-think-experience" approach would emerge. A teacher noted that the issue of "how much text" would be best answered when specific lessons to be discussed in the summer workshop were available. Thus, the final orientation is

left open to teachers. Since a single potentially restricted framework has been avoided, teachers can determine methods on a lesson-by-lesson basis, deciding the best way to transmit content and reach objectives based on the specific content/objectives involved.) (5/30)

Multiple Considerations

The issues which will influence decisions on methods beyond the "given" of the multi-media orientation and other features specified in the Proposal of the project itself would then appear to be (a) the realization that some teachers prefer and are more experienced in using print or text materials, (b) the need to provide teachers with background material on Virginia, (c) the larger community, state and national "back to basics" movement, and, finally (d) the perceptions of the teachers in the summer workshop of how to accommodate the first three issues in relation to teacher ideas of the best way to insure learning of designated objectives and content.

In the Proposal and in P.P.C. meetings, the emphasis has been on being open to alternative teaching styles; thus optional activities for teaching given content and objectives may well emerge. The summer workshop decisions will be reviewed by the P.P.C. and major consideration(s) can be expected to emerge clearly at that time.

4. Philosophy

. Philosophical statements about curriculum programs usually involve statements of value orientation in relation to the nature of knowledge, the learner and society. These philosophical statements then are used to provide a basis for decision making, and so are usually proposed as needed in the initial stage of program or curriculum development. Value orientations are implied in the conceptual design statements in the Proposal; for example:

"The format should reflect multiple teaching and learning styles."

"The materials should maximize 'hands-on' experiences for students."

"The materials should reflect the tentative, changing nature of knowledge in the social sciences."

"The materials should reflect the concerns and issues which are developmentally significant to the student audience." (pp. 27-30)

Were these flexible guidelines supported? Yes, and as the process discussed above demonstrates, the very commitment to openness in those statements apparently did not necessitate a prolonged discussion or search for articulating and agreeing upon a philosophical orientation. The basis for decision making was not a given belief about the nature of child, knowledge, etc. Decisions evolved in relation to multiple needs and elements including these. The philosophical orientation then is captured in statements reflecting agreement with the philosophical orientation of the Proposal, for example, the teacher statement: "Children learn by doing."

A philosophy has not been formally articulated. Informal discussions with the Curriculum Consultant indicates this is not undesirable since an articulated philosophy could be seen as a constraint in the curriculum development process. Thus, the philosophical basis for the curriculum will evolve and become articulated as the curriculum develops. As one P.P.C. member emphasized, the unique nature of the social studies curriculum, the nature of the public/social pressures on social studies curriculum precludes a social studies program from emerging from a single or consistent philosophical position or rationale.

CONCLUSION

One expectation of the Project Planning Phase was that the skeleton of a curriculum development process in the program design would be specified. This Chapter has described and analyzed this evolving curriculum process. As noted in the Proposal the State Department of Education (p. 34) had never developed basal materials nor had other project participants. The unknowns were the needed organizational support for teachers to develop curriculums, the time and staff required, the potential help available from public and private agencies, and the best process of curriculum development to meet the desired goals.

These elements became more explicit in the Planning Phase. One goal of the Proposal was that material would be developed through a process "which would not be" subject to the same criticism of previously used textbooks (i.e., bias) (p. 26). Using teachers representative of Virginia to play a major role in curriculum development and having researchers and scholars constantly review both process and product has provided direction to that goal. The utilization of federal, as opposed to state revenues and having a local school division serve as the locus of the project also have served this purpose.

This Chapter has focused on the process of developing the units and those considerations which seem to effect this process. In addition, the parameters for future decision-making have been suggested. The process has been from materials to content to objectives; instructional strategies will emerge in the summer workshops. The input into this process has been varied (see Figure 1).

O'Neill pointed out that it is the bottom line in most curriculum

projects that counts. Purves is quoted: "It doesn't matter how it's done; if in the end 'the learner learns what's desired, you win'" (p. 90). This may be applicable to this project if one also adds "if the teachers of Virginia accept and use this material, you win." Thus, the curriculum development process, if it has had the desired integrity and representativeness, will influence the "quality of the 'kits,'" teacher "usability," and division "adoptability." To date it appears the process is congruent with the criteria for flexibility, openness and integrity.

Chapter IV

UTILIZATION OF PUBLIC AND PRIVATE RESOURCES FOR THE VIRGINIA STUDIES KIT

The purpose of this Chapter is to describe how a mechanism for obtaining public and private resources was developed. Issues relating to the development and production of resources will also be discussed.

The rationale for seeking public or state agency cooperation is spelled out in a Director's memo. Here it is pointed out that support from state agencies would provide a needed source of expertise, help maintain availability of products and result in production of a higher quality at a lower cost (1/30). As the Director noted: Initial agency support and input would provide "quality editorial control" which would facilitate other commitments, like the use of the state seal (9/18). The rationale for seeking private or corporate support is similar and, as the same memo indicates, cooperation would also benefit participating agencies and groups. Moreover, support provided would be implicit support for the project, and this in turn would facilitate acceptance and dissemination.

The project Proposal tentatively identified areas where public and private agencies could facilitate project tasks. It remained for the project Director working with members of the P.P.C. to delineate these areas more specifically and to develop a mechanism for securing the cooperation of potentially "helping" agencies.

Mechanism for Securing Public Agency Cooperation

Efforts to secure public and private support for the project were

initiated in the first few days of the project. The SEA Liaison provided direction for developing a mechanism to secure needed support. A mechanism for seeking help was needed for, as the Director noted, initial contacts seeking agency support did not result in the cooperation hoped for (2/23).

The first step toward seeking outside cooperation was anticipated in the Proposal where needed cooperation was seen as facilitated when direction from "above" was provided (p. 35). The highest office in the state is the Governor, and consideration was given to soliciting his support. It was felt that a letter from this office to other state agencies would greatly enhance the chances of obtaining cooperation. To determine how to obtain this letter, or a support letter, the SEA Liaison and project Director met with the Assistant Director of Education. The importance of interagency cooperation was discussed at this meeting and it was decided here that rather than a memo from the Governor, a memo from each Secretary of a Department was needed. A letter from the Superintendent of Instruction to Dr. Gilley (Secretary of Education) was written. With that letter, Dr. Gilley could send a letter to potentially cooperative agencies (Director's Log, 2/2).

Dr. Gilley did provide this letter of support (see appendix) and after his letter was sent, follow-up letters from the project Director went to each agency. Shortly after this, representatives from several state agencies called the Director to discuss their interest in supporting the project. While the response was not as strong as anticipated, the mechanism was seen as successful.

The interagency aspect of the project, i.e., that this was not a single state department agency or a single county but two agencies work-

ing together to meet a state goal, may have facilitated this cooperation. The Director believed that interagency cooperation would not have occurred without this SEA/executive branch/state agency communication.

This mechanism and the knowledge gained by the Director on how to approach individual agencies was viewed as an important step forward for the project. The Director noted that he had learned more cooperation was forthcoming when agencies were first asked what they would want a student to know and only secondarily asking about or discussing how that agency and the project together could meet that goal. It can be observed that in this fashion important concepts about Virginia could be identified and discussion about available agency resources could reveal relevant expertise and material (5/16).

Examples of how public agencies might help in the development of instructional materials for the project were presented in a P.P.C. meeting as the summary notes below indicate.

> The Director went through the list of potential materials to be developed (see appendix). He noted that several agencies were being contacted and communication about how agencies might help had taken place. Help in producing both the small desk maps and walk-on maps had been sought from the Highway Department. It was noted other agencies might help with the needed posters on domestic animals and wildlife, rock kit, and with reproductions of art of Virginians.

Other considerations and potential benefits which related to dealing with public agencies had been anticipated in the Proposal:

> These agencies often have a different clientele than agencies connected with schools. Their clientele may be the motoring public, engineers, hunters, fishermen, realtors, mine operators, industrialists, tourists, etc., rather than school children and teachers. Although these agencies are often more happy to sell another agency its products (or even provide them at little or no cost), they often show a reluctance to undertake the creation of <u>new</u> products utilizing specifications which originate from outside of their own agencies.

> Tight budgets, "territoriality," differing priorities, and questions about product control and public relations "credit" often combine to restrain the kind of cooperation required in seeking resources. (pp. 35-36)

To some extent these considerations did surface. For example, while sample rock kits were available from one agency, the kit did not relate directly to the project goals. The available agency kit included rocks and minerals of economic and geologic interest; provision of a kit with just desired types of rocks would require finding information on smaller boxes (two months to get a bid were required) and discussion had to be undertaken to seek alternative ways the agency might help adapt the rock kit (5/16). Thus, to a great extent, time was to become a major consideration in working with public and private agencies.

The process of seeking information about public and private resources, determining information about costs, specification, copyright, packaging, and continuous availability, required more time and expertise than anticipated. This can be illustrated by considering the steps taken to put maps into production.

The time line for seeking a mechanism for obtaining state agency support ran from July to February. The time line for seeking information on copyright, relative costs, and determining basic information on a walk-on map ran from July when sample maps were viewed until early June when initial commitments from a state agency to provide assistance were proffered. The interim period was occupied with seeking cost comparisons from private companies, determining relative costs and feasibility of different specifications and gaining expertise needed to ask and answer the "right production questions." The Director was involved in multiple phone calls, letter-writing, and follow-up interviews with both public and private

agencies to resolve these issues. In addition, conferences with various members of the P.P.C., especially the SEA Liaison, were needed to assure that the correct steps were being taken and to discuss needed follow-up.

Notes from a P.P.C. meeting reflect some of the complexities involved in resolving production/cost issues relating to one instructional item, maps.

> The Director had provided a chart on costs in relation to size of order and size of map for the raised relief map. Figures from one company based on these factors ran from $1.30 to $14.25 per map. He noted that initial production costs of mold kept the base price high. The walk-on map initial production costs were $10,000, costs for 200 walk-on maps were estimated at another $10,000. Production time would be approximately a year. To start, the company needed a Virginia map with specifications. However, if specifications were to emerge from the curriculum development process, the maps would not be available for field testing. It was noted that steps toward production might have to precede curriculum development. (OBS./The need to locate private companies which did the type of work needed, to obtain estimates on work relating to available specifications and to return for estimates of new and perhaps not final specifications appears to be very time consuming itself. This "contact time" plus production time appears to indicate the need for an almost two year time line for this one instructional tool.) (2/23)

Other issues explaining the extended contact time line were discussed at a March meeting of several project participants. The summary field notes below indicate the emergence of two related issues: costs and copyright.

> Discussion of specifications related to knowledge of classrooms, for example, what would be the best size for a walk-on map. Size of the map was 10' x 10'. The LEA Liaison began to think out loud, saying that that may be hard for a teacher to manipulate in a classroom filled with desks. The question was posed about reducing the size of the map to 6' x 5'. (OBS./The estimated cost for other sizes of the map had not been investigated.) The project Director noted the problem of "storage" if the project obtained 200 of these maps, especially if the kit was not completed and the project had these maps to store.

The discussion led into the more difficult issue of copyright. Some companies wanted to keep the copyright for ten years. One company did change their minds suggesting that the project could have the copyright if the company could "show" the map. The SEA Liaison said, "This is going to be a dilemma of the project--the relationship of public monies and private enterprise," and the problem of making the "materials" available for other schools and keeping the availability of the "materials" for public schools at the lowest possible cost.

Concerns regarding the copyright issues continued to surface. The Director wrote for the copyright regulations for materials developed under federal monies. The state apparently had been told they could not copyright these materials and the county could not do so either. So the Liaison persons agreed it would be good to have the County School Board lawyer review any proposed contract. The Director planned to work with the SEA Liaison in contacting private publishers. Using the state government agencies, the Director said, would be time consuming but necessary to explore. (3/22)

The issues relating to copyright centered on the fact that while the project would have to pay for the creation of map molds, the company if they had the copyright would have control of production and cost "in perpetuity." There was a concern that this could result in having kits that were not purchaseable. Private company mark-ups ran up to 300%. It was agreed that state agencies be contacted. Again, it was recognized that the time in seeking correct contacts and authorizations within these agencies meant answers could be delayed for days.

An important factor in seeking the least cost for materials was an attempt to focus upon the future availability of materials (in addition to the initial free distribution). Thus, non-profit sources were important since this would be a mechanism for keeping the total cost of materials developed reasonably comparable to the thirty hardbound textbooks with which the materials would ultimately be compared.

The issues of copyright had to be resolved before negotiation with

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private companies could proceed. It was necessary that the Director find the time and expertise needed to seek answers or alternatives to these issues. Further exploration of the copyright issue continued into April. The Director found federal but no state copyright regulations. The county attorney would have to be consulted before the Commonwealth Attorney who in turn would, once an opinion was issued, see the Attorney General if necessary.

Thus one aspect of production (copyright issue) related to fiscal responsibility, insuring continuous availability of materials at reasonable cost and to the general production time line. This issue had to be resolved and will have to be resolved for each instructional tool before production contracts are written although it is believed that this particular tool presented unique problems.

Moreover, curriculum decisions which P.P.C. members felt could follow production of maps simply had to precede and thus extend the production time-line of other materials. (For example, as the Director notes in an October 3 memo, contracting for a film had to be delayed until background was researched or until a logical base for meshing units was available to provide a framework for the film's script. In addition, conditions of the film contract would have to include the company's release of rights to reproduce, sell and distribute.)

As the Director noted in an interview in May, benefits of seeking agency support are reflected in potential savings. Again the maps serve as an example. One state agency will do these at cost--a savings reflected in their charge of $5-$6 per hour for cartographers as opposed to commercial companies' charge of $40 per hour. The aid of the state agency also helps resolve copyright, storage and availability issues.

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Agencies have been a source of information and in turn appreciate the project as a resource. For example, one agency provided guidance on printing and publishing and in turn was interested in information the project could provide for updating a bibliography their agency maintained (12/14).

The benefits then of working with public agencies seem confirmed. They have expertise to share, can help overcome problems (copyright), and make cost-savings possible.

However, there is need for each agency to work through ideas discussed by going to their own "internal" decision making/authorization process. This is time consuming and requires continued follow-up. As the Director noted in a May interview, "the letter from the Secretary of Education has opened the door and it is hoped that follow-through can take place before this is forgotten." (5/16)

More private agencies, it is anticipated, will be contacted as specifications for materials are determined by teachers in the summer workshops. To date, more emphasis has been on the state agencies.

Instructional materials now tentatively entering the production phase include the relief and walk-on maps which will be done with the help of the Highway Department, filmstrips which will be done with consultant help from the Department of Education, and the field trip guide which will be done with the help of a part-time researcher. Extensive inquiries into obtaining photographs of the work of Virginia artists have taken place with the Virginia Museum and inquiries into seeking more help with rock kits, Virginia plant life and industry are taking place.

Expertise Needed

While size of maps might be resolved by project participants refer-

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ring to their own knowledge background, each piece of material will also carry with it decisions requiring more specialized expertise.

Some examples of expertise needed is indicated in the Director's (12/19) listing of information that could be gleaned from publishers. The memo indicates the Director is aware of the fact he will have to make instructional and cost effective decisions on editing, production, art technique, binding, printing, paper and photography, and even technical questions like "vertical exaggeration." A physical relief map would have vertical exaggeration which could be from a ratio of 3:1 to 7:1. The project Director would be expected to make a decision on this, seeking input from agencies, consultants, and members of the P.P.C.

As more materials are identified for production, other issues will emerge. To date, issues such as subcontracting, packaging, storing, and form for paying government agencies are foreseen. As this production phase of the project gets fully underway next year, even heavier demands will be made on the Director's time and expertise.

Chapter V

SUMMARY AND RECOMMENDATIONS

The goal of the Hanover/Commonwealth State-Studies Materials Development Title IV-C Project is to develop basal fourth and seventh grade Virginia studies for potential state-wide usage. The proposed innovations in the project are: 1) the conceptual design and pedagogical framework for the state-studies which are not presently available from commercial publishers but will relate to, utilize and expand upon existing non-commercial materials; 2) the role of the teachers having significant input in designing, writing and field-testing the state-studies with the assistance of scholars, educators, private organizations and public agencies; and 3) the interagency model of planning and curriculum development.

The Proposal states that other alternatives had been tried since 1973 to meet a state-wide need for Virginia studies, a required curriculum area. The need the project spoke to had been voiced by teachers, supervisors, social studies educators, and non-educational groups.

The Proposal envisioned using the specialized skills of educators: teachers, principals, supervisors, state department officials and university scholars and social studies educators. The ultimate users of the materials will be 1) division Elementary Education Supervisors and Social Studies Supervisors and 2) teachers of fourth and seventh grade Virginia studies.

The three year Title IV-C Project was proposed by the Virginia Department of Education with the assistance of the Hanover County Public Schools. Although Hanover County was centrally located and close to

needed curriculum resources and specialists external to the County, the County was more noted for its leadership in elementary and social studies education. The congruency between the proposed pedagogical framework, i.e., multi-media, and the County leadership, i.e., "to experience Virginia," is remarkable.

To develop both fourth and seventh grade basal curriculums in a three year project required projecting Project Phases. Phase I is Planning; Phase II is Development; and Phase III is Piloting and Revision. Although each Phase has a major task, other activities would occur simultaneously. The 1978-79 evaluation focus is Phase I - Planning.

SUMMARY AND CONCLUSIONS

Planning an innovative approach to create innovative curriculums is a demanding task. As stated in Chapter I, the Planning Phase would develop the processes and interagency arrangements necessary for achieving the project goal. To establish processes would require identification of tasks and constraints for feasibility decisions regarding alternatives. An essential aspect of planning is the projection of needed expertise, locating the specialists and obtaining their involvement in the project. How the role or task relates to the project goal must be understood by the participants for the project to benefit from their specialized skills and knowledge. In addition, interagency structures in which the participants act and the processes unfold must be established. Ultimately, with delineation of processes, the sequencing and coordination of tasks can be specified.

The Planning Phase would also continue the development of the state-studies unit outlines begun in the 1978 August Teacher Workshops. Selec-

ted instructional tools such as maps, posters, films, artifacts, etc., would require developing procedures to obtain these "hardware" items at minimal cost.

All of the above was accomplished during Phase I - Planning. These accomplishments appear even more outstanding in view of the comprehensive and complex project goal and unanticipated events. To be more specific: 1) a Director was selected; 2) the Project Planning Council (P.P.C.) was organized; 3) a curriculum development process evolved and the developmental cycle became more specific with more realistic time frames and component specification; 4) initial cooperation was obtained from several state agencies for assisting in developing instructional activities and private organizations were contacted for other multi-media materials. Each of these accomplishments and others will be discussed below.

(1) The project Director was selected by July, 1978, and served as the only full-time staff member (with a secretary) during the Planning Phase. As planning continued and as part-time specialists were hired, the Director's role changed from curriculum developer to manager to administrator. His leadership skills were demonstrated unobtrusively in each of these roles. His interpersonal skills and commitment to the project goal were obvious to all. As one P.P.C. member said, "We can't be any more successful than our Director's visions."

(2) The Project Planning Council, an interagency arrangement, was organized and met twice during the year. The P.P.C. included the Director, teachers, a principal, local elementary education supervisor, state elementary and social studies education supervisors, the Curriculum Specialist, a university social studies educator, and the Evaluators as ex

officio. P.P.C. members were from Hanover County, Virginia Department of Education, Virginia Commonwealth University and Hampton Institute. This is presently envisioned as the only continuing group for the duration of the project. As the Director noted, "We selected the staff wisely and we now have people with varied backgrounds who can contribute to the project."

The P.P.C. members were selected for their specialized skills, viewpoints, and access to organizational resources needed immediately for planning and in the future as the curriculums are developed, piloted and disseminated in Virginia. The project goal was clarified during the P.P.C. meetings and the comprehensiveness and complexity was more fully appreciated. The P.P.C. members remained committed to the project goal and interagency cooperation, an essential ingredient for goal attainment, was reaffirmed.

It appears that the clarification and commitment to the goal, i.e., developing basal fourth and seventh grade state-studies curriculums, was crucial. Since each P.P.C. member serves part-time and has a specialized task or role, without this mutual understanding, it is possible that their skills will not benefit the project. As one P.P.C. member said, "The hardest thing is for us to get the impact of the immensity" of it.

(3) A curriculum development process evolved as the content for two units were researched by the Director, reviewed by teachers and the Curriculum Specialist and finalized for the June Teachers' Curriculum Development Workshop. The content for a third unit was partially completed. The fourth grade curriculum will be developed primarily by teachers with the assistance of specialists and university scholars will develop the seventh grade units. All units will be field-tested and revised.